# DOCUMENT RESUME

ED 229 322 SO 014 691

AUTHOR Jackson, Edwin L., Ed.
TITLE Improving Citizenship Education: Secondary Handbook.
INSTITUTION Fulton County Schools, Atlanta, Ga.
SPONS AGENCY Georgia State Dept. of Education, Atlanta.
PUB DATE 81
NOTE 613p.; For a related document, see SO 014 690. Photographs and some maps containing small print type may not reproduce clearly.
PUB TYPE Guides - Classroom Use - Guides (For Teachers) (052)

EDRS PRICE MF03/PC25 Plus Postage.
DESCRIPTORS *Citizenship Education; *Civil Liberties; Enrichment Activities; *Federal Government; *Global Approach; Learning Activities; *Local Government; Secondary Education; *State Government; Teaching Methods; Units of Study

ABSTRACT

Designed to enrich secondary level social studies education, this manual provides teaching strategies and units on local, state, and federal government; global education; law and individual rights; and citizenship skills. Teaching strategies include case studies, using community resources, using the newspaper, quantitative inquiry, simulation games and role play, relating citizenship topics to global education, decision-making and valuing techniques, using graphs in the classroom, and field trips. The unit on state and local government focuses on Georgia's system, but is applicable to all states. Topics include citizenship terms, federalism and state government, branches of government, taxes, budgets, the criminal justice system, and lawmakers and their social/political environment. The unit on American government focuses on federalism, separation of powers, checks and balances, political beliefs and attitudes, political parties, voting, electoral college, political corruption, propaganda, the Bill of Rights, and the courts. The law and individual rights unit covers citizenship responsibility, social injustice, social responsibility, and criminal courts. The global studies unit involves multinational news media, terrorism, and corporations; and consequences of the U.S. involvement in World War I. The final unit on citizenship skills includes distinguishing fact, opinion, and values. Each lesson lists concepts, terms, objectives, materials, and procedures. Numerous reproducible materials are included. (KC)

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# Improving Citizenship Education

## *Secondary Handbook*

Edwin L. Jackson, Editor

Fulton County School System
786 Cleveland Avenue, S.W.
Atlanta, Georgia 30315

This project was funded by the Georgia Department of Education under Title IV, Part C, ESEA.
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## *IMPROVING CITIZENSHIP EDUCATION PROJECT*

### *Participating Teachers*

### *1977 - 78*

| | |
|---|---|
| Greg Brigman | M. D. Collins High |
| Carla Bailey | Guy Well Elementary |
| Nancy Borgschulte | Laurel Hills Elementary |
| Jacque Coxe | Ridgeview High |
| Rachel Doster | Sandy Springs Middle |
| Jayne Dougherty | St. John's Catholic |
| Linda Lee | Guy Webb Elementary |
| Eileen McFadden | St. John's Catholic |
| Frances McKibben | Ridgeview High |
| Cindy Nestor | St. John's Catholic |
| Agnes Nichols | Guy Webb Elementary |
| Hazel Peppers | Laurel Hills Elementary |
| Bessie Phillips | M. D. Collins High |
| Jane Ricketts | M. D. Collins High |
| Susie Senter | Sandy Springs Middle |
| Kathleen Smith | Laurel Hills Elementary |
| Joan Striby | Laurel Hills Elementary |
| Monique Thompson | Sandy Springs Middle |
| Ann Wadley | Guy Webb Elementary |

### *1978 - 79*

| | |
|---|---|
| Richardean Anderson | North Springs High |
| Vivian Bankston | Evoline West Elementary |
| Beverly Bell | Palmetto High |
| Marianne Berst | Kathleen Mitchell Elementary |
| Greg Brigman | M. D. Collins High |
| Patricia Burkhalter | M. D. Collins High |
| Jennie Carr | Milton High |
| John Coen | Roswell High |
| Donna Coppess | Palmetto High |
| Jacque Coxe | Ridgeview High |
| Rosa Durrah | Kathleen Mitchell Elementary |
| Rita Eckhart | Kimball Bridge Elementary |
| Amelia Fuller | North Roswell Elementary |
| Elaine Grindle | North Roswell Elementary |
| Mark Harris | Palmetto High |
| Mary Hedrick | Mt. Olive Elementary |
| Maureen Ireland | Milton High |
| Sandy LeSourd | Lakeshore High |
| Bob Macris | North Springs High |
| Frances McKibben | Ridgeview High |

| | |
|---|---|
| Elsie Morris | Kimball Bridge Elementary |
| Bessie Phillips | M. D. Collins High |
| Pete Poulos | Roswell High |
| Jane Randolph | Laurel Hills Elementary |
| Susie Senter | Sandy Springs Middle |
| Phyllis Shaw | Mt. Olive Elementary |
| Nancy Sheets | Cliftondale Elementary |
| Gail Weatherby | North Roswell Elementary |
| Jeanette Williford | Evoline West Elementary |
| Jody Wills | Collins High |

### *1979 - 80*

| | |
|---|---|
| Frank G. Biggs | Ridgeview High |
| Donald Bradford | Palmetto High |
| Ella Mae Collier | Kathleen Mitcheel Elementary |
| Larry Conklin | M. D. Collins High |
| Anne Link | Roswell High |
| Marion Loeb | Roswell High |
| Sarah Martin | Kathleen Mitchell Elementary |
| Paul McKown | Ridgeview High |
| Mary Ellen Montague | Lakeshore High |
| Allen Nichols | Lakeshore High |
| Ann Plumer | Sandy Springs Middle |
| Thelma Primus | Mt. Olive Elementary |
| Diane Rawlins | Evoline West |
| Mabel Reid | Cliftondale Elementary |
| Jane Ricketts | North Springs High |
| Ava Small | Milton High |
| Larry Swaim | Lakeshore High |
| Rhoda Wexler | Lakeshore High |
| Mary Ward | Mt. Olive Elementary |

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# IMPROVING CITIZENSHIP EDUCATION

**MARY A. HEPBURN**

The Improving Citizenship Education Project (ICE) is a curriculum project aimed at improving components of social studies education which contribute to the civic or political awareness of students and prepare them for the responsibilities of democratic citizenship. The project is being conducted in the Fulton County School System in Georgia which curls around the western boundary of the city of Atlanta and serves a sprawling populous district of 35,000 students.

The ICE Project is not unique in its focus, purpose or funding. It is one of many similar citizenship projects which center reform efforts in the local school district, seeking to improve civic or citizenship education at the grass roots level. It is an example of numerous projects in the United States today which are funded under state guidelines by a state agency, utilizing federal funds obtained through Title IV of the Elementary and Secondary Education Act to meet state needs for educational improvement. Similar to other grass roots projects the curriculum enrichment program utilizes local community resources and state and local studies to motivate and instruct students for more effective and responsible citizen participation.

Although the Improving Citizenship Education Project fits the pattern of grass roots reform currently widely in evidence in citizenship education in the United States, it is somewhat unique in its organization and staffing and in its design. The broad system-wide model for change attempts to take into consideration multiple influences on student learning, or what Sarason refers to as "the importance of relationships" within the school setting (11).

### Model for Improvement

A system approach to educational change is the guiding framework within which the improvement program is being conducted. The project attempts to move beyond a single variable approach to changing educational outcomes in schools. It promotes coordinated change in several factors which influence social studies education in the system. In the eight elementary schools and seven high schools taking part in the planning, implementation and testing of the curriculum, five variables have been designated as important to improving the citizenship knowledge, skills, and attitudes. These are (1) teachers, (2) school principals and other administrators, (3) community resource people and places, (4) the social studies curriculum guidelines for the county system, and (5) instructional materials used in the classrooms. These variables are treated as interrelated parts in a functioning system (1, 4, 5, 11). Each of these parts interacts with students in the educational process. Therefore, each is an influencing factor in the citizenship education of students. The project attempts to improve the parts, provide linkage among them and unify them by common goals so as to maximize their effect.

*Mary Hepburn is an associate professor of social science education at the University of Georgia. She is also coordinator of staff development and evaluation for the Improving Citizenship Education Project.*

This is an ambitious design which involves several components of the complex social system of the school. However, the project organization and staffing provide for extensive resources and cooperative work efforts from the school system, the local community, and the University of Georgia.

### Project Leadership Defined

A coalition of social science education specialists from the Fulton County School System and the University of

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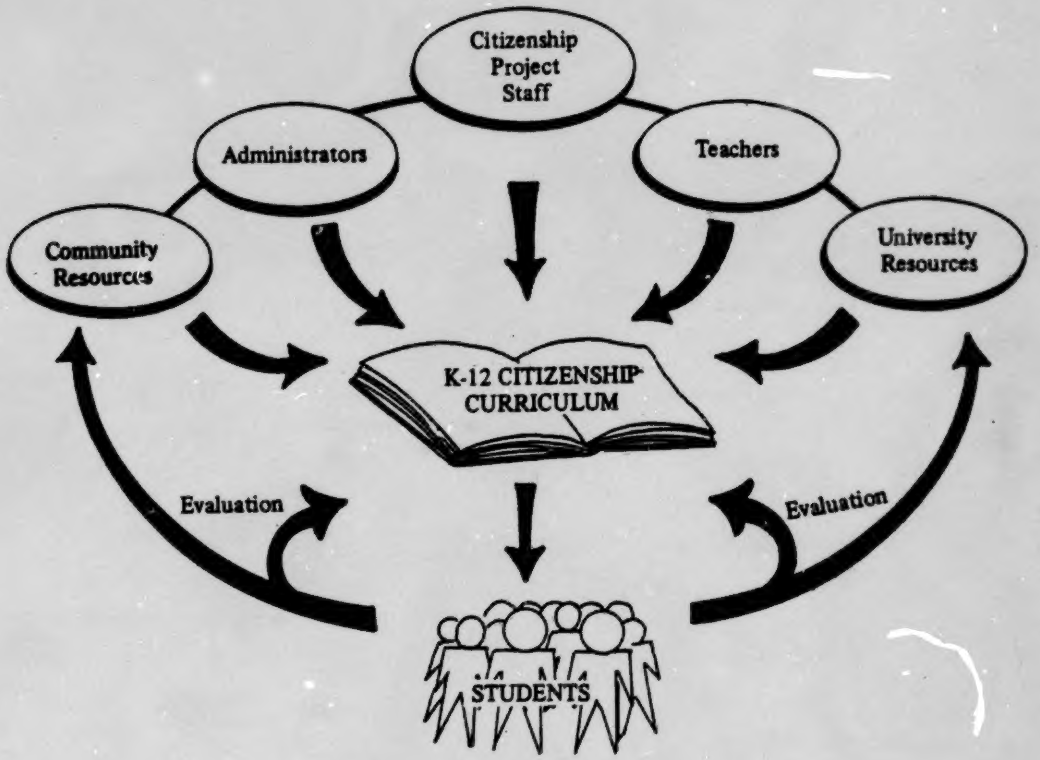

Figure 1.—Improving Citizenship Education: Curriculum Change Process

Georgia make up the project staff.[1] The school system's social studies supervisor serves as the director. Social studies teachers and school administrators throughout the district are acquainted with the supervisor for the assistance and curriculum leadership she has provided in the system for the seven years she has held this position. As overall project director she oversees finances and communications, coordinates the participation of teachers and school administrators, and serves as the liaison with community leaders in the program. An experienced social studies teacher from the system serves as assistant to the director.

University services to the project are coordinated by two staff members from the University of Georgia. A state government researcher and materials specialists from the Institute of Government is in charge of reviewing and evaluating available media and developing specifically needed instructional materials for the program. A social science education professor, whose area of specialization is political science and civic education, organizes and teaches in the staff development program and conducts the evaluation research activities.

This coalition of project leadership has worked well through the first two years of the project. Working in the framework of system modification calls for extensive planning, persistent and well-coordinated work efforts, cooperative decision making and a clear understanding of responsibilities. A staff of this type which is conceived as an alliance committed to common goals can draw on several types of skills and experience to share the heavy leadership and work responsibilities of such a broad program.

Teacher teams from eight elementary schools and seven secondary schools representative of the nineteen high schools and fifty-nine elementary schools in the district, have worked closely with the staff in planning, specifically defining and carrying out the project. Teachers have played a particularly strong role in defining specific needs for student education and their own needs in regard to the content and direction of the teacher education component of the project.

### Unified Goals

Citizenship education is conceptualized by ICE as a means of developing political awareness and preparing students for several levels of political interactions in their lives—in the peer group, the school, local communities, the State of Georgia, the United States, and globally. The process of gaining political knowledge and skills and developing political attitudes is related to day-to-day events which

College Park is my city
College Park is not a big city
College Park has many helpers

Citizen Education Goal #4—"The Student Understands Basic Principles of Individual Rights and Freedoms, Learning to Make Choices in the Context of Concern for the Well Being of the Society As a Whole."

| | Grade | |
|---|---|---|
| Government | 12 | Propose feasible alternatives for resolving cases of conflicts between individual and societal interests nationally and internationally. |
| American History | 11 | Trace the growth of civil liberties in U.S. history through political and judicial action. |
| World History | 10 | Determine the historical antecedents of guaranteeing the individual rights in ancient societies. |
| State and Local Government | 9 | Analyze U.S. court cases interpreting individual rights to determine ways in which the 14th Amendment has extended rights to the states. |
| Georgia History | 8 | Compare the Georgia Bill of Rights with the U.S. Bill of Rights and determine relationships. |
| Social Studies | 7 | From other civilizations and governments of the world give examples of how individual rights have been extended or reduced in relation to the power of the state. |
| Social Studies | 6 | Demonstrate a willingness to listen and consider the viewpoints of others in a role play of a conflict situation involving perceptions of individual rights. |
| Social Studies | 5 | State in their own words a summary of the guarantees of the bill of rights and give examples from personal surroundings. |
| Social Studies | 4 | Give examples of tolerance, equal opportunity, and group welfare in school life and determine some ways in which they apply to people in the county. |
| Social Studies | 3 | Describe the extent and limits of freedom in several specific cases concerning students in the school community. |
| Social Studies | 2 | Analyze the meaning of the democratic value of "respecting the rights of others" and demonstrate its application in the classroom and the local community. |
| Social Studies | 1 | Differentiate between private and public property used by students and members of their families. |
| Social Studies | K | Differentiate between individual and group interests and give examples of when those interests are different and when they are the same. |

Figure 2.—Example of Instructional Objectives (K-12) Planned to Contribute to the Realization of A Project Goal

surround the student in these several levels of citizenship.

Nine general goals have shaped specific objectives and guided project activities. These goals are viewed as the desired long-term outcomes of student learning from the K-12 citizenship education program.

1. Understanding and acceptance of the responsibilities of U.S. citizenship.
2. Understanding of the structure and operations of local, state, and national government.
3. Understanding of the roles of individuals in the political decision-making processes.
4. Understanding of the principles of individual rights and learning to make choices in the context of concern for the society as a whole.

Understanding and acceptance of the responsibilities of citizenship is a long-term outcome of the program.

*Helen W. Richardson*

5. Understanding of the U.S. legal system and a commitment to rule of law.
6. Knowledge of current public issues and skills for evaluating alternative choices in regard to these issues.
7. Understanding of the interdependence of the global community and the political processes in operation internationally.
8. Understanding of the means to participate in school, local, state, and national political processes, and possessing the skills to do so.
9. Understanding of the need for government and community services and ways to secure, utilize, and contribute to these services.

The planning process, development activities and evaluation procedures have been guided by these nine goals as the project staff has worked with several parts of the system simultaneously.

### Plans Outlined

In the first two years the staff worked with teams of elementary and secondary teachers from the 15 experimental schools to define concept areas and skills related to the project goals. The teachers then outlined instructional objectives and developed practical plans for integrating citizenship education into the social studies curriculum at each grade level.

Teachers have been involved in planning and carrying out the improvement program since the project's inception. Their own attitudes, knowledge, and skills are considered to be highly influential in the citizenship education process (1, 6, 3, 12). Consequently, teacher education or *staff development* has been a major component of the project involving considerable resources and time. Teacher seminars, conducted partly after school and partly on released time included informative sessions with public officials and political scientists as well as sessions on teaching strategies and curriculum materials. For example, both elementary and secondary teachers met with a group of city officials and county commissioners for an information session and roundtable discussion. Then, in separate elementary and secondary groups they participated in a half-day of demonstrations of media and methods for teaching about local government and local political issues.

Administrators, including the superintendent and his assistants and the principals of the fifteen experimental schools, have been involved in the project from its earliest phases. Their roles as shapers of the educational environment cannot be underestimated (11, 5). Their awareness of project goals and methods has been promoted through group sessions with the staff and teachers. They are kept informed of developments through a project newsletter and periodic conferences. The principals have been encouraged to provide the supportive school setting necessary for the teacher education program and the subsequent citizenship education activities with students.

Social studies curriculum materials including textbooks, supplemental books, simulation games, graphic materials and non-print media are being reviewed by staff and teachers for their applicability to meeting instructional objectives. The materials reviews are organized into primary, middle grades and secondary grades listings. Newly selected materials are being tried out by teachers in the pilot period in the schools.

Whenever possible the project staff and teachers utilize already developed curriculum materials which will fulfill content and instructional needs of the program. However, where there are serious deficiencies, such as the areas of local government services or state and local political issues as they relate to national and global concerns, new materials are being developed by the staff with the assistance of some teachers.

The county community is serving as an important project resource. An advisory board comprised of community leaders, public officials, and interested citizens has reviewed the overall goals, provided input into the planning stage, and reviewed progress of the project. Advisory board members and many other people in the community have contributed to the development of a community resource file aimed at increasing the use of concrete, first hand learning experiences in citizenship education.

These instructional activities take students into the community to observe and/or participate, or they bring community people into the schools. Such direct or field learning is considered to be important for (1) motivating students to study real problems and visible processes in a local context and (2) allowing them to apply and reanalyze what they have learned in more abstract form in the classroom (9, 2).

### Effects Evlauated

The effects of activities within the several components of the project desing, such as teacher education, administrator education, and materails mobilization, are being evaluated by means of written knowledge and attitude tests, school and classroom observations, interviews, and daily logs. Student political knowledge and attitudes are also tested annually. Attitude instruments and knowledge and skills instruments for both elementary and secondary students were developed, pilot tested, and refined in the first year and administered to obtain diagnostic group profiles. These tests are also being used to pretest and posttest students so that experimental classes can be compared to control classes in matched schools (8).

### Shift to the Grass Roots

The ICE Project is an example of a new trend in civic/political/citizenship curriculum development which has shifted efforts to the grass roots level. Unlike the late sixties and early seventies when major programs of citizenship education reform were initiated in the research and development centers of large universities and disseminated through national publishing houses, current projects aimed at improving citizenship education in the social studies are centered in local school districts, In part this trend appears to be a reflection of the decentralization of federal funding for educational innovation. However, it also appears to be a reaction to feelings of educators that curriculum improvements which were disseminated "from the top down" did not reach the necessary change agents in most school districts.

The trend may also reflect the frustration of educators and the public with recent extensively publicized reports of the National Assessment of Educational Progress indicating that the political knowledge and attitudes of young people are declining in the seventies (National Assessment, 1978). In part, grass roots projects appear to be promoted by the conviction in many state education agencies that curriculum development should take place in the actual school setting where it can be field tested at every stage and where student outcomes can be closely monitored.

The Improving Citizenship Education Project is one test of the effectiveness of curriculum development at the grass roots level. This multicomponent model for educational improvement can only be evaluated fully when longitudinal test results have been obtained and analyzed at the end of the third and fourth years. Meanwhile, the project's design which involves several school variables, provides practical programming for educational change and offers real hope for promoting the citizenship education of students throughout their schooling.

### NOTE

1. The project director is Helen W. Richardson, Coordinator of Social Studies in the Fulton County School System. Edwin L. Jackson, State Government Associate in the Institute of Government and Mary A. Hepburn, Associate Professor of Social Science Education are the coordinators from the University of Georgia.

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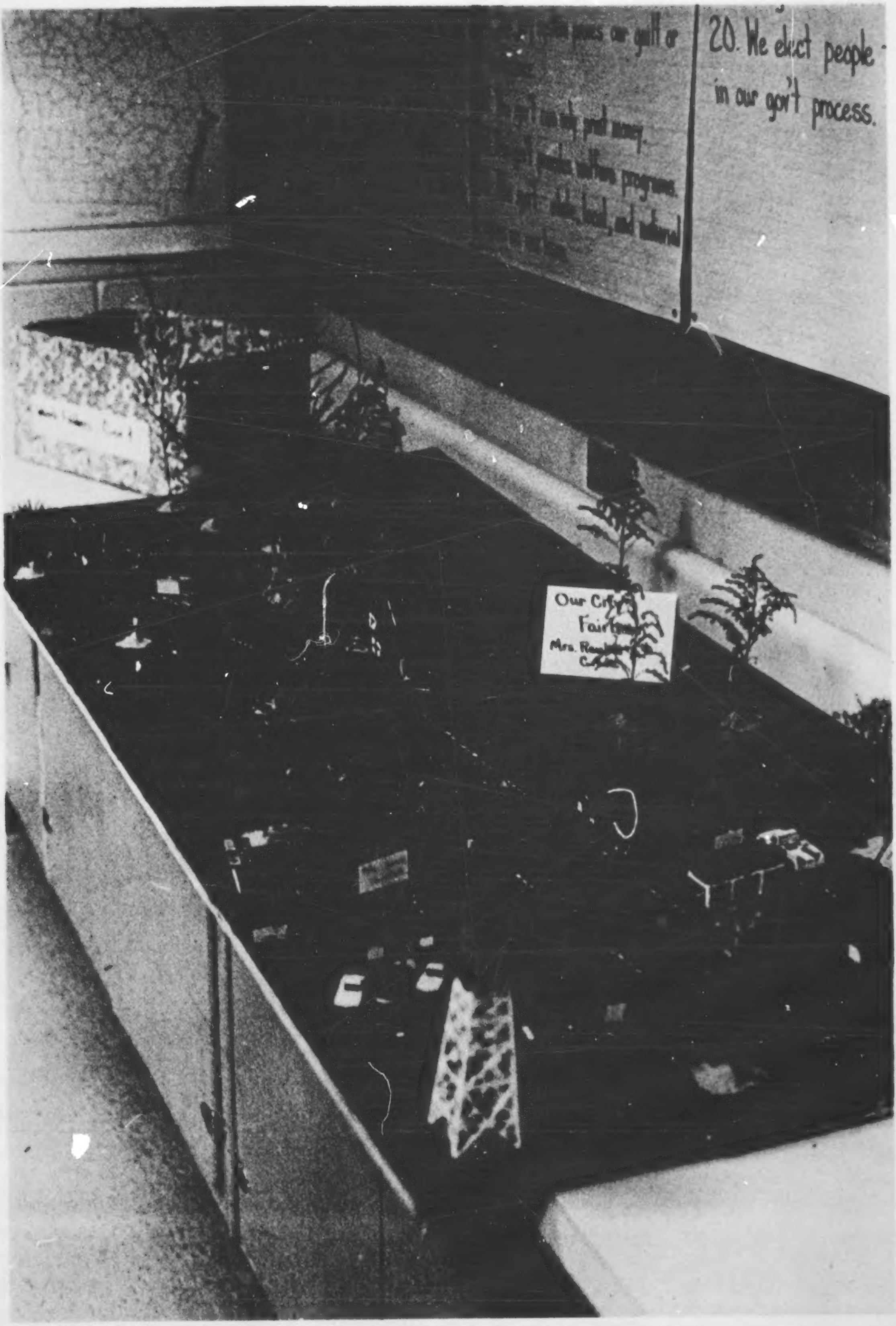
20. We elect people in our gov't process.
Our City

## CONCEPT AREAS

1. **National Government Processes** - federalism, bicameral lawmaking, executive power and roles, judicial powers, separation of powers, checks and balances, policy-making processes, interest groups, lobbies, electoral college, two-party system, bureaucracy, national revenues and expenditures, U. S. citizenship.

2. **State and Local Government Processes** - intergovernmental relationships, state and local lawmaking, state and local citizenship, services of state and local governments, financing services, executive leadership, bureaucracy, local interest groups.

3. **Democratic Principles** - popular sovereignty, limited powers of government, majority rule, minority rights, reserved powers, general welfare, constitutional republic.

4. **Politics** - political symbols, campaigns, elections, voting behavior, representation, public opinion, means and limits of political power, political socialization, political leadership.

5. **Law and Individual Rights** - rule of law, equality before the law, justice, the Bill of Rights, judicial principles, individual rights and responsibilities, limits of individual freedom.

6. **Global Affairs** - interdependence, multi-national organizations, United Nations, treaties, balance of power, international interest groups, trade agreements, deterrence, detente, international assistance and foreign aid.

7. **Analytical Skills** - making informed decisions on public issues, evaluating information and information sources, interpreting and evaluating quantitative data, distinguishing fact from opinion, synthesizing data from charts and graphs.

8. **Participation Skills** - conflict resolution skills, news awareness skills, registration and voting skills, skills for jury duty and participation in judicial process, party and interest group participation, career awareness, securing basic governmental services.

# IMPROVING CITIZENSHIP EDUCATION: AN OVERVIEW

The Improving Citizenship Education Project was launched in the fall of 1977 to help meet a need for systematic curriculum planning, teacher education, and improved instructional materials aimed at generating improved student political knowledge and skills. The need for such an educational improvement effort has been evident in Georgia and the nation, and by 1977 citizenship education had been singled out as one of five priority areas for state-funded curriculum development by the Georgia Department of Education.

Georgia is one of many states which statutorily require that students be instructed in citizenship education.[1] While the specific components differ widely, an underlying assumption of the requirement is that students finishing high school should possess the knowledge, skills, and attitudes necessary to fulfill the duties and responsibilities of citizenship. A review of outcomes, however, indicated that something has been lacking—both in Georgia and the nation—as evidence by a variety of indicators:

- ⋆ In the November 1978 general election, Georgia trailed the nation in percent of voting age population which actually vote—18.7%.
- ⋆ Despite a native son in the race for the presidency, almost one million registered Georgians did not vote in the November 1976 election.
- ⋆ In the 1974 general election in Georgia, 55 percent of the registered voters did *not* go to the polls.
- ⋆ Juvenile crime rose 245 percent during a recent 13-year period.
- ⋆ Vandalism in public schools is estimated to have surpassed $500,000,000—about the same amount being spent on textbooks.
- ⋆ Americans in their teens and twenties participate less in governmental affairs than do other age groups, have less faith in the values of participation, and are responsible for more criminal acts than other age groups.

Results of a well-publicized national study of the political knowledge and attitudes of thirteen and seventeen-year-old students by the National Assessment of Educational Progress (NAEP) suggests that many of our youth border on political illiteracy.[2] Administered during the spring of 1976, the study showed that a bare majority of seventeen-year-olds knew that each state has two U.S. Senators and that the number of U.S. Representatives depends on the state's population. In addition, 35% thought that the President appointed members of Congress. Twenty-nine percent did not know that local governments do not make laws regarding military service, and the same proportion did not know that local governments usually operate public elementary and high schools. A third of the students felt it was unnecessary to vote if it appeared that the candidate of their choice wasn't going to win.

A significant discovery of the NAEP survey was that a great many students had no interest in learning about their government. "These figures are disconcerting when one realizes that within one year, these students will be of voting age, and the lifeblood of our democracy is dependent upon an informed citizenry," said Marie D. Eldridge, administrator of the National Center for Education Statistics, which conducts the National Assessment.[3]

Additionally, the American Bar Association warns that many Americans do not understand our legal system, the Bill of Rights, or the legal meaning of the Constitution.[4]

Professional educators have expressed growing concern about the political knowledge and attitudes of our students, and call for the need to revitalize citizenship education. For example, the National Council for the Social Studies has gone on record calling for a new effort to improve citizenship education.[5] The Council of Chief State School officers similarly expressed the conclusion that "recognizing the need for a new level of citizenship education may be the most important action this Council can take at this time.[6] The list of other organizations, experts, and political figures joining the outcry for citizenship education is almost too long to compile.

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[1] See John J. Patrick, *Teaching About State Government and Politics in the United States* (Bloomington, Ind.: Indiana University, 1977). As found in Georgia Code Annotated, sec. 32-657a, Georgia law provides:

> *All elementary and secondary schools which receive in any manner funds from the State shall provide the following course offerings and in the manner prescribed by the State Board of Education. (a) The State Board of Education shall prescribe a course of study in the background, history and development of the Federal and State Governments. The course in the study of Federal and State Governments shall be supplemented in each high school by a study of local county and municipal governments. No student shall be eligible to receive a diploma from a high school unless said student has successfully completed the course in governments provided for by this Section.*

[2] National Assessment of Educational Progress, *Citizenship/Social Studies, Report 07-CS-01* (Denver, Colo.: The Education Commission of the States, 1976).

[3] *The Atlanta Constitution*, Feb. 2, 1978.

[4] American Bar Ass'n., Special Committee on Youth Education for Citizenship, *Law-Related Education in America: Guidelines for the Future* (1975), p. 1.

*How Does Georgia Fare?*

As deplorable as the findings may be at the national level, the status of citizenship training in Georgia clearly fares worse. Regional rankings of seventeen-year-olds in the NAEP study mentioned above found students in the Southeast ranking at the bottom of the nation. Other striking evidence is found in a 1977 assessment of political knowledge and attitudes of Georgia high school seniors.[7] The survey revealed that only two out of every ten students understood the three major functions of government—legislative, executive, and judicial—executive, and and the system of checks and balances underlying them. Further, only one student in five believed that the individual citizen can make a difference through participation in governmental affairs.

To determine why apathy and alienation is so prevalent among our young people, Georgia's Senate established a special Young Adult Involvement Committee in 1976. Their study revealed that young people between the ages of eighteen and twenty-five had the lowest voter turnout in the 1974 general election in Macon. Senator Lee Robinson, a member of that committee, viewed the data as indicative of voter turnout in the rest of the state and as evidence that young people do not know how the democratic form of government functions or how to successfully voice their preferences within the legal system. He cited a real need to develop a new passion for government and instill it in our youth.

Other concern was expressed when Representative David Scott of Atlanta called for a "revolution" in public school systems to assure that [illegible] students complete high school with the tools for survival. "No society can survive," Scott charged, "if it fails to persuade its young people to choose the path of complete involvement in the actions and decisions of their day."[8]

Realizing the significance of the low level of student competencies nationally and on the state level, the Fulton County School System initiated action to determine the scope of the problem locally. In May 1977, an assessment was conducted of seven randomly selected ninth grade classes in the Fulton County School System. The instruments were a multiple-choice test of political and legal knowledge and an attitude inventory of the inclination to participate in a variety of political activities.[9]

The analysis of the test results indicated low levels of political knowledge among the Fulton County students. To cite several examples, the results demonstrated that less than one-third of the students were aware of the current method of nominating major presidential candidates, even though the test was given only six months after the 1976 presidential election. Moreover, only one-half of the Fulton County ninth graders knew the purpose of lobbying. Only one in four knew the function of a grand jury.

Attitudinally, only 24% indicated that they might run as a candidate for the state legislature. Almost half would not conduct a telephone opinion poll to find voter preference if asked. Furthermore, the students appeared attitudinally neutral toward other types of political participation.

Prior to use in Fulton County, the 60-item knowledge test had been used in ten school systems in other states—two in North Carolina, four in South Carolina, and four in New Jersey. A comparison of mean scores for the Fulton ninth graders (20.92) and for students from non-Fulton schools (27.70) showed a significant difference (at the .01 level) and was further evidence of the need for a systematic program of educational improvement in citizenship. Thus, in October 1977, the Fulton County School System initiated the Improving Citizenship Education Project with the specific purpose of generating significant improvement in the citizenship knowledge and attitudes of elementary and secondary students. Nine learning areas were defined to guide the development of specific learning objectives throughout the elementary and secondary grades:

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[5] "Towards a Reconceptualization of Citizenship Education: Preliminary Report of a Conference on Citizenship Education," sponsored by the National Council for the Social Studies, March 20-21, 1976, Indianapolis, Ind.

[6] "A National Conference: Education and Citizenship: Responsibilities for the Common Good," sponsored by the Council of Chief State School Officers and the U. S. Office of Education, September 1976.

[7] Atlanta Assessment Project, "How Well Prepared Are Young People in Georgia Today to Live in the Society of the Future," (Atlanta: Atlanta Public Schools, April 1977).

[8] *Atlanta Constitution*, May 12, 1977.

[9] Both tests were developed and validated by the Institute of Political and Legal Education in Sewell, New Jersey.

1. Understanding and acceptance of the responsibility of U.S. citizenship.
2. Understanding of the structure and operations of local, state, and national government.
3. Understanding of the roles of individuals in the political decision-making processes.
4. Understanding of the principles of individual rights and learning to make choice in the context of concern for the society as a whole.
5. Understanding of the U.S. legal system and a commitment to rule of law.
6. Knowledge of current public issues and skills for evaluating alternative choices in regard to these issues.
7. Understanding of the interdependence of the global community and the political processes in operation nationally.
8. Understanding of the means to participate in school, local, state, and national political processes, and possessing the skills to do so.
9. Understanding of the need for government and community services and the ways to secure, utilize, and contribute to these services.

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## USING CASE STUDIES

### How does the use of case studies help the learner?

A free play of ideas in the classroom is basic to learning in social studies subjects. The interaction among students and between students and teacher is a vital ingredient of social studies instruction. Independent thought is encouraged through exposure to a variety of ideas. When students express their thoughts freely in the classroom, learn to take account of the ideas of others, and evaluate and form their own opinions, they are learning to be more independent.

The case study approach is an ideal method for promoting idea exchange in the classroom. A case study is a "slice of life." The content of a case study, whether it be a transcript of an actual court case, newspaper story, excerpt from a diary, or narrative describes an actual or life-like event or situation. The student is confronted with an account of an actual happening and not a remote textbook account. In addition to bringing reality into the classroom, the case study presents a problem or concern for the students to analyze which can help you promote creative and critical thinking.

Students become active participants in learning when they exchange ideas generated by a life-like situation. They may use the information presented in a case study to formulate their opinion to share with their classmates, listen in a discerning manner to their classmates' opinions, and come to a decision regarding the problem.

### What are some advantages to the teacher?

Case studies provide an alternative or a supplement to the textbook as the primary source of information. The teacher can introduce amazing flexibility into the presentation of content by using a vareity of case studies. Abundant material can be found in easily accessible sources for illustrating any topic of historical or contemporary interest. The use of material from current publications will stimulate thinking about conflicts in our present society.

A case study can also be introduced at any stage in the devevelopment of a unit or topic. In the beginning of a new topic a case study is appropriate for proving background information, focusing on key concepts related to the topic, or stirring up controversy on a major issue. At later stages case studies provide students with the opportunity to apply tentative hypotheses to an actual situation, or to develop new hypotheses with the introduction of additional information.

As mentioned before, case studies are invaluable aids for involving the students in the reaility which confronts them. Teachers who wish to create classroom situations which promote active student participation in learning may do so with the case study approach.

### What do you need to know before you begin?

Students are often disposed to search for the right answers to questions posed by their teachers. To successfully bring them out of this mode of interaction and into a frame of discussion which focuses on their independent thought, the teacher must strive to create the open classroom climate which is conducive to inquiry learning. If students are convinced that their ideas will receive a fair hearing and will be readily accepted, they will be inclined to raise their own questions and search for their own answers. The idea exchange which is essential for resolving a problem is dependent upon the free expression of varying points of view.

You, the teacher, will determine the response of your students in inquiry discussion. As your students attempt to analyze the problem at hand, you must focus the discussion on their ideas. Avoid dominating the resolution of the problem with your own thoughts on the subject. Students will become actively involved and will evaluate alternative solutions only as you both allow and encourage them to do so.

### How will you incorporate citizenship case studies into your usual instructional procedures?

The case study lessons which you may choose to use in your classes will be only one part of your total instructional strategy. The comprehensive plan for your history course, or geography course, or economics course is molded around the broad instructional goals which you implement through your own variety of instructional techniques. Obviously those goals can be achieved with a vareity of methods and the case study is one example.

You will select your resources by judging their relevancy to the broad topic areas of your course. Within these topic areas you may search for material to support the particular concepts or issues to which you assign the most importance or which you feel are most suitable for your students. This manual provides you the opportunity to select already developed cases or to develop your own using any of these as models. Examine the concepts or topics listed at the top of each sample lesson. Take note of those which are relevant to your needs. Then review the lessons which appear to be content relevant to decide their suitability for your students.

For example, suppose a teacher who is teaching an American History course would like to teach citizenship concepts regarding The Presidency. An appropriate lesson may be the one in which the following key concepts are listed:

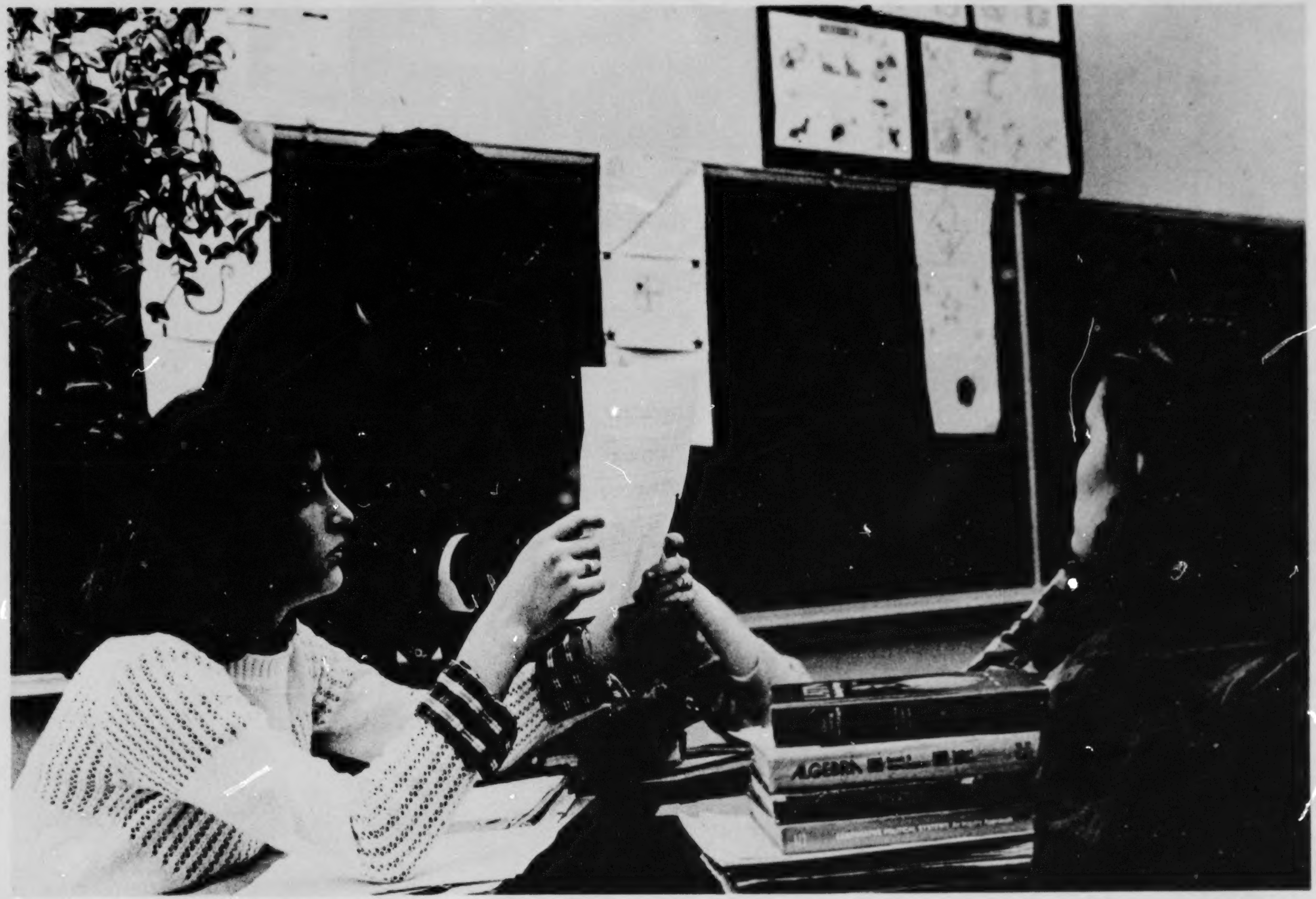
presidential leadership

presidential decision-making

The case study on Franklin D. Roosevelt in 1933 could be useful.

**What can you expect to accomplish?**

We know now that the case study lesson is a valuable strategy in the inquiry mode of instruction. Through case studies teachers can increase their students' awareness of timely issues of public concern. Students are asked to rationally examine their beliefs and the beliefs of their classmates. The observations, analysis and self expression initiated by a controversial case will produce a lively discussion in your classroom.



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In general, utilizing community resources can provide exciting supplements to textbook lessons and additionally can reveal future vocational opportunities. Traditionally, however, exploring community resources has meant taking a trip to the fire station and having a police officer come out and talk to students about crime prevention. Though county (and city) fire police departments provide vital services to the community, there are other less visible community helpers who also provide important contributions. Whether taking a tour of a restaurant or bank, or inviting a "community helper" to come and speak to the class, the teacher still has a crucial task of planning the activity in such a way as to maximize the educational impacts on students.

**What Teachers Should Know Before Introducing a Community Resource**

There are three important factors to consider when planning to introduce a community resource to students: (a) a particular service's relevance to students' lives, (b) how presentation formats can be tailored to meet the developmental needs of students, and (c) how to obtain and best utilize speakers. In each case the teacher is the only one in position to make the kind of judgement which will most benefit the students.

Regarding relevancy, at the completion of a visit or presentation students should at least be able to answer the following questions: Does this community resource produce a "good" or a "service?" Why is it important? What kinds of things does this "helper" actually do each day? How can students obtain this service or product (assuming it is free)? What equipment is used by the helper? In addition, the teacher may need to prepare students in certain ways prior to a visit because different aged students often have different interests altogether. Visiting a commercial bank or savings and loan institution may not be very interesting to a student until he or she comes to understand the importance of saving money for a major purchase (whether it is a skateboard, bicycle, or car). Likewise, the inside of a courtroom appears like the Wizard of Oz unless students are prepared for the visit with background information about typical problems handled there and how they themselves might become involved.

If a speaker or presentation is to take place at school and in the classroom, particular problems in format are immediately apparent. Timing is important to make sure the speaker is in class and ready at the time when the students are present. Scheduling such events usually means the teacher must call the party again the day before to *confirm* an appointment. Also, the instructor should provide a map and have someone direct the speaker to the right classroom.

The ICE project materials include a Community Resource Directory which can supply teachers with initial contacts for speakers. In addition, political officials, lawyers, judges, doctors, public health officials, librarians, stock brokers, and representatives from the League of Women Voters, 4-H Club, County Extension, or Chamber of Commerce will come out and speak given sufficient notice. Also, telephone companies (i.e., Southern Bell) have special direct dial presentations in which an entire class can speak with an important official by phone free of charge. A sheet including helpful hints for recruiting speakers has been included with this introduction.

Once a speaker has consented to come, it is the teacher's responsibility to help that person understand the type of presentation best suited for a particular age-level class. Hands-on demonstrations or physical activities should be included at the elementary level, especially if the presentation scheduled is lengthy. For secondary students a question and answer period after a five minute lecture usually proves more productive than a 30 minute speech.

Finally, the teacher should plan to have some type of follow-up or evaluation activity to help students reflect on what they have seen and heard. A mini-lesson developed around a particular resource can sometimes help students pursue questions raised by a field trip or speaker's visit. If sufficient planning goes into having a speaker or field trip about a community resource, students will be motivated to ask questions and acquire more knowledge instead of treating the occasion as another free period.

BEST COPY AVAILABLE

# A Dozen Helpful Hints on How To Get a "Yes" from Potential Speakers

### (Written by an Anonymous Source)

1) Do your homework! If you know something concerning the person you are about to call, it appears that you have singled him/her out for the task.

2) If you have a mutual friend you can suggest that__________________________indicated that (s)he would be the perfect person to speak on the topic.

3) Stress the fact that the students will receive diverse points of view. If you have someone else who will be talking on the same subject from a different perspective, let the person you are calling know that you feel it is extremely important that the students get his/her views and ideas.

4) Let your potential speaker know that it will be painless! Convince him/her how much fun it will be and how interesting the students are!

5) Be polite, friendly and humble; thorough, but quick.

6) If the speaker says "no," get a suggestion of someone else. Then you can call the next person and use the original contact's name.

7) Let your speaker feel that no one else can do as good a job as he or she will do. Everyone needs a pat on the back!

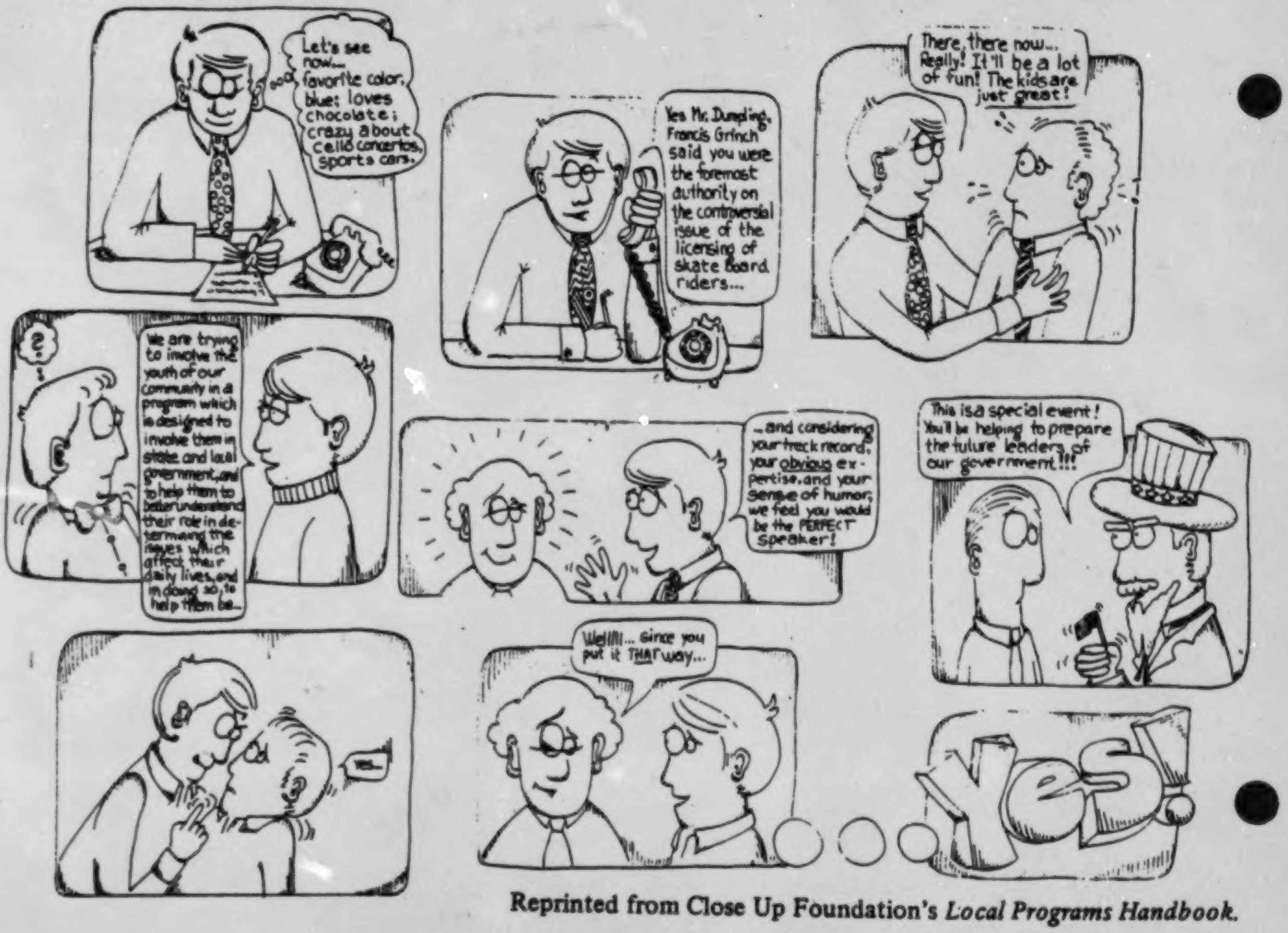
8) Remember secretaries' names. When you recognize them by name the next time around, you'll be surprised how fast you get through to the boss!

9) Make sure that your potential speaker realizes that this is a special event.

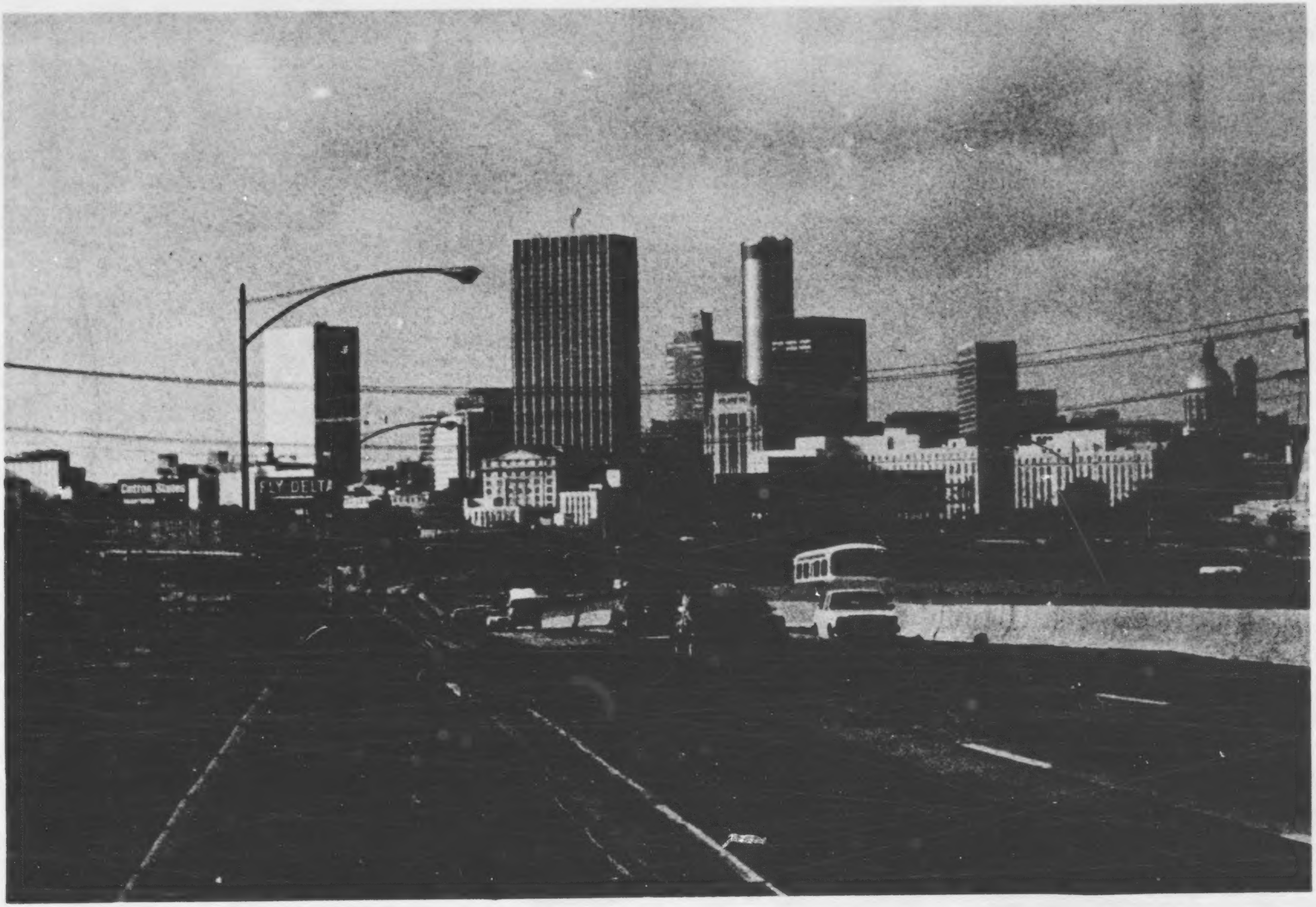
10) Don't be afraid to be a little agressive, but don't be overbearing.

11) Most people find it hard to say "no", especially when you appeal to their egos.

12) Always follow up with a phone call or note telling your speaker how well he/she did. You may find that person to be very eager the next time around!


Let's see now... favorite color, blue; loves chocolate; crazy about cello concertos, sports cars.
Yes Mr. Dumpling, Francis Grinch said you were the foremost authority on the controversial issue of the licensing of skate board riders...
There, there now... Really! It'll be a lot of fun! The kids are just great!
?
We are trying to involve the youth of our community in a program which is designed to involve them in state and local government, and to help them to better understand their role in determining the issues which affect their daily lives, and in doing so, to help them be...
...and considering your track record, your obvious expertise, and your sense of humor, we feel you would be the PERFECT speaker!
This is a special event! You'll be helping to prepare the future leaders of our government!!!
Well!!... since you put it THAT way...
....Yes!

Reprinted from Close Up Foundation's *Local Programs Handbook.*


Cotton States
FLY DELTA

27

## USING THE NEWSPAPER AS A TEACHING TOOL

### What are the advantages for the learner?

The newspaper as instructional material can play a prominent role in improving citizenship education. The news media are influential forces in American society. Citizens need to learn to utilize the newspaper as a main source of detailed information about daily events at home and far away.

Students who develop habits of newspaper reading can be expected to develop an expanded and in-depth awareness of public issues that cannot be gained from television viewing. Greater understanding of the democratic process and increased motivation for continuous participation in the process are the desirable consequences of regular newspaper reading. The events and ideas which have shaped the American past and those which are embroiled in the current issues of our day can be brought into the students' experience by using the newspaper in the classroom. Knowledge of and identification with current events will stimulate student participation in community concerns.

The newspaper has additional usefulness for the classroom as an instructional resource of great flexibility. A single edition presents opportunities for students to read critically and reflectively about a variety of topics. The students can learn to distinguish fact from opinion and to identify bias in newspaper reporting. They can learn to evaluate the source of what they read. Newspaper articles can also be used as material for analysis: students may compare a news report with a columnist's views on that news or a political cartoonist's interpretation of that news item. Cautious concluding and generalizing are other critical thinking skills which can be developed from newspaper reading.

Newspapers provide convenient material for the improvement of basic reading skills and for the interpretation of visuals. Reading strategies for vocabulary expansion and conceptualization are easily applied to news stories. The political cartoons provide the opportunity to analyze symbolic meaning in a nonverbal form.

### What are the advantages for the teacher?

A practical advantage of newspaper usage for the teacher is the ready availability of newspapers. Classroom sets of the local weekly or the daily *Atlanta Journal and Constitution* can be secured easily and economically.

The teacher can be confident that every student will find something of interest to read. The newspaper appeals to the public interest through news reports which range from local to international information to the expression of opinion in editorials, cartoons and letters to the editor to entertainment in columns, comics and astrology.

### What do you need to know before you begin?

Because the newspaper has multiple dimensions which you could use in citizenship education, it is important to have a clear definition of your own purpose as you begin a newspaper lesson. Do you want your students to demonstrate gain in interpreting the meaning of political cartoons? Do you want them to recognize rumor and bias in news reports and editorials? Look through the suggested lessons in the section of your *Citizenship Education Handbook* for other ideas.

When you have formulated your own purpose, the next step is to find instructional strategies which will help you accomplish your purpose. Critical thinking skills, for example, are not developed by chance If you intend to emphasize critical reading you must have an article which lends itself to analysis and a carefully planned sequence of questions which can be used for structuring the task. You will find examples of articles and questions in the lessons which follow. If you would like to use the newspaper for vocabulary development, of if your students would like to create their own newspaper, there are suggestions in the following section.

### How can you incorporate the newspaper into your usual procedure?

On any day in any newspaper, articles appear which are relevant to topics discussed in social science classes. Teachers can rapidly accumulate a file of news stories pertinent to the subject matter of their courses. Selected articles can be introduced at times when they are most pertinent and will most effectively supplement the topic. Newspaper articles about real people in real places may also make learning more personal. If you always have a newspaper handy in your classroom there is always the opportunity for a quick vocabulary lesson using material about a current public issue or the opportunity for individual reading about a topic of personal interest.

The newspaper could function as your primary text as well as a supplemental resource. If you have a group of students who need reading skill practice, why not set aside a block of time for reading the newspaper? The newspaper can be a main resource for practicing skills and gaining global, national and local knowledge.

**What can you expect to accomplish if you use the newspaper?**

The newspaper is the citizen's prime source of current information about what is happening in the world. Regular newspaper reading makes an informed citizenry. Students who are aware of the role of the newspaper in our society, due to their school experiences, may act with increased knowledge and involvement. This is the first goal which the teacher may expect to accomplish.

Secondly, the newspaper is a versatile tool for critical thinking and reading skill development. You can expect improvement in these areas by using appropriate strategies.

CONSERVATION
UP–
OIL CONSUMPTION
DOWN.
U.S. using half million barrels less
per day than in 1978.

### What are the advantages to the learner?

Human behavior is frequently defined quantitatively in the media which citizens encounter in daily life. Surveys, political pools, government reports, budgets, and news magazines assail us with charts and tables which we are expected to understand. Experiences with quantitative data in the social studies classroom will increase the students' awareness of all the quantification which exists around us and help them critically assess it. The visual forms which are used for numeric display can become valuable information sources if interpreted carefully. In addition to learning to infer conclusions from quantitative information, students can gain insight into techniques of presentation by collecting data and preparing their own visual displays.

A key advantage of the quantitative approach in teaching and learning is its compatibility with the inquiry approach. In evaluating quantitative information students practice essential skills of inquiry. The learner is required to attack problems systematically and precisely, to seek evidence from a variety of sources, and to seek meaning as a result of the search and evaluation process. Carefully guided inquiry lessons will help students learn to critically appraise their quantitative information. They will develop the habits of evaluating the source of the information, comparing facts, questioning even expert judgment, watching for unstated assumptions, and looking for alternative hypotheses.

### What are the advantages of the teacher?

Evaluating quantitative information is useful to the teacher who wishes to improve student critical thinking skills. Teachers can help their students realize it is possible to seek systematic solutions to problems, to base reason upon objective evidence, to gain a greater awareness of human problems, and to understand more about human behavior. Keeping in mind that numbers are useful indicators, we learn to regard them with a critical eye. Teachers can show their students the rule of questioning before accepting, and students generally will enjoy this detective work.

### What do you need to know before you begin?

Quantification is a way of describing reality which requires practice in new ways of thinking. The quantifier makes human concepts observable by finding indicators which serve as evidence of the concepts. The concept can then be measured with the use of the indicators. We could, for example, measure an attitude by counting the number of observable behaviors which provide evidence of the existence of the attitude.

To help your students develop this new way of thinking, you need to have quantitative information available from several sources. The sources are all around you in familiar printed materials. What people say in surveys, polls, newspapers, and in radio and television reporting is one source. Another is the measures of how much money is earned, budgeted, and spent which are reflected in budget statements, price indices, and published economic information. What people do in the course of their everday lives is reflected in the researcher's field studies, in recorded public acts such as census data, and in the analysis of voting behavior.

Collect the quantitative information around you and develop your own file of materials. Take time to study the tables and graphics which you see in your students' textbooks, in the newspaper, in magazines, and visit the reference room of the library. Develop the habit of looking for and analyzing quantitative indicators.

## TEN STEPS TO HELP STUDENTS ENGAGE IN QUANTITATIVE INQUIRY*

### 1. HIGHLIGHT NUMBER AWARENESS

Draw student attention to various quantitative definitions that they often use. For example:

(1) "Shortstop Pepe Frias has raised his average from .236 to .301 in 30 games. It's the first time he's been over .300." –Atlanta Constitution, July 12, 1979.

(2) "Cincinnati All-Star pitcher Mike LaCoss . . lowered his league-leading ERA to 2.30"–*Ibid.*

(3) "Georgia teachers have no chance of getting the legislature to approve a 13 percent salary increase next year without eliminating 'incompetent' teachers from sharing in the pay raise, Lt. Gov. Zell Miller said Wednesday.

"He commented after the Georgia Association of Educators, the largest group of educators in the state, outlined plans Tuesday to ask the legislature for a 13 percent raise in fiscal 1980 and an 11.25 percent raise in fiscal 1981." –*Ibid.*

(4) During football season, discuss what determines which teams will win their conferences, and which go bowl games (e.g., won-loss records).

(5) In horse races, what does a 20-1 shot mean?

### 2. HELP STUDENTS PRACTICE DEFINING CHARACTERISTICS AND CONCEPTS IN QUANTITATIVE TERMS.

Many terms and concepts which students come into contact with have no scientific or universally-accepted definition. Terms such as "best," "greatest," "worse," and "delinquent"–to name only a few–mean different things to different people.

Given the differing views as to such concepts, it is important to *operationalize* (i.e., provide a working definition around which there is some consensus, although recognizing that this is not necessarily an exhaustive definition) the concept by seeking out a form of communication which is relatively easy for all students to use.

If students can not agree on a term such as "happiness," try looking at other information which might give a clue to that concept, and which might be observed or measured with some type of objectivity (e.g., number of smiles observed during an hour, number of complaints during an hour, etc.)

Operationalizing a concept, then, becomes the task of narrowing the concept to a more manageable, observable, and measurable focus; identifying what type of information might be available to measure that concept; and attempting to analyze that information.

Examples of concepts or terms students might attempt to operationally define include:

happy
intelligent
rich
poor
successful
acceptable
good
bad
mature
fair
respectable

liberal
conservative
moderate
beautiful
health
quality
superior
inferior
democratic
equitable
permissive

### 3. HELP STUDENTS BECOME FAMILIAR WITH THE WAY QUANTITATIVE DATA ARE DISPLAYED.

This involves introducing students to tables, charts, graphics, and other numerical or tabular displays. Students should have a basic understanding of the types of graphs, the general uses for graphs, and a general ability to critically evaluate graphs and charts.

### 4. HELP STUDENTS TO PRACTICE DRAWING INFERENCES AND SUGGESTING TRENDS FROM TEACHER-SUPPLIED DATA DISPLAYS.

Review your textbook for examples of graphic displays and have students make inferences from the data which has been graphed, as well as project trends into the future.

### 5. FAMILIARIZE STUDENTS WITH THE SOURCES OF DATA AND WITH HOW DIFFERENT DATA ARE OBTAINED.

Begin with a distinction between primary or original data and secondary data, and look at the various sources of data within the classroom or library, such as statistical abstracts, sports pages in newspapers, stock quotations, etc.

### 6. HELP STUDENTS DEVELOP SKEPTICISM TOWARD STATISTICS AND DATA DISPLAYS.

Acqaint students with general guidelines for using graphs and statistical information, as well as ways graphs are used and misused (see accompanying lesson plans).

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*Adapted from M. Eugene Gillion, *Practical Methods for the Social Studies*, Wadsworth Publishing Company, 1977, pp. 167-171. Used by permission.

7. **SUGGEST EXERCISES THAT REQUIRE STUDENTS TO DESCRIBE CERTAIN CONDITIONS, EITHER IN THE PRESENT OR IN THE PAST, USING QUANTITATIVE INFORMATION.**

   Have students, for instance, describe the current "energy crisis," or today's "runaway inflation" in some type of quantitative form. Or, have students discuss what factors go into choosing the "most valuable player" for the American and National League.

8. **SUGGEST EXERCISES THAT REQUIRE STUDENTS TO GATHER QUANTITATIVE INFORMATION TO VERIFY POSSIBLY UNWARRANTED STATEMENTS.**

   The current energy and economic crises pose numerous examples of warranted and unwarranted conclusions in the press and by politicans, which students should examine to see if actual data and quantitative information do indeed support the statements.

9. **SUGGEST EXERCISES THAT REQUIRE STUDENTS TO GATHER AND USE QUANTITATIVE INFORMATION TO CLARIFY THEIR VALUES.**

   Attempt to have students support or clarify their values, positions, and decisions through quantitative information. For instance, "I am a Democrat because . . . .," or "I want to be a doctor because. . . ."

10. **SUGGEST EXERCISES THAT REQUIRE STUDENTS TO GATHER QUANTITATIVE INFORMATION TO DETERMINE ASSOCIATION.**

    Be sure to warn students that association and causation are not the same. That is, just because we find two characteristics associated with each other (e.g., socio-economic status and ecuational achievement) does not mean that one causes the other.

    Nevertheless, there are rich opportunities to allow students to explore conditions and suggest factors that could account for these conditions.

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Exploring the instructional utility of mock reality strategies such as simulation games and role playing exercises can be confusing without first establishing clear and concise definitions for the various terms. A "simulation" is a working model of objects or situations, such as those shown on television depicting NASA spacecraft maneuvers. It is abstracted from reality and simplified for purposes of analysis and study. An instructional game too represents a "simplifed slice of reality," but it focuses more on specific data collection and decision-making processes related to problem-solving.

More often than not there is a winner declared in a game. Fortunately, failure in a game does not necessarily result in loss of job, low grades, or loss of friends. Combining the above characteristics, a social simulation game involves interaction among individuals or groups who attempt to achieve specific goals by means which are limited by rules explicitly stated or implied by the games' framework. It more closely mirrors some portion of reality by incorporating the following: payoffs or rewards; a working model of some social issue or situation; and goals, rules, and roles stated or implied by the game's framework.

Often, simulation games feature role-play exercises in which negotiation and debate figure prominently. However, there are some important instructional differences between a simple role-play exercise and a simulation game. In the former, the player is instructed to act as he thinks the person whose role he is playing would act, while in the latter, the scoring system provides rewards which depend on the results of the players' decisions. So, simulaton players tend to learn their roles as the game unfolds through the operation of the rules and the changing dynamics of the situation, whereas role players' roles are dictated in the beginning of the exercise.

### Use of Simulations and Role Play from the Manual

Some educators claim that simulation games teach cause-and-effect relationships which operate in the real world, while role-play exercises do not. For example, *The Candy Factory*, developed by Keach and Bond (1977), reconstructs in a simplified form an actual assembly line in which primary level children work to produce candy wafers. The young participants learn by first-hand experience the effects of having a slow worker on the line, differences in quality as the assembly line speeds up, and the difference worker morale has on the final product.

A crucial part of simulation strategies is the post-game discussion or debriefing. For this reason, the instructor should review the concepts and questions outline for the participants prior to the exercise.

A role-playing exercise is easier to design than a simulation because the designer need only write descriptions of each role, state the situation or each player's objective, and add a few rules to prohibit totally unrealistic behavior. For example, under the topic of shoplifting in the manual, one role play suggestion is to imagine one is in a supermarket where he sees an adult switch the butter into the margarine package. The student is asked what he would do in such a situation. Thus, if the instructor's objective is to provide participants with insight into their own behavior and that of others, a role-play exercise may be adequate.

### Advantages and Disadvantages in Using Simulation Games and Role Plays

A main function of both simulation gaming and role-playing is to develop an "arsenal of alternatives" for learners to apply later in real life situations. An analysis of research studies conducted from 1963-1972 on simulation games for teaching social studies produces the following conclusions: (a) simulation games are no better or worse than conventional methods of instruction for teaching factual knowledge and intellectual skills, (b) simulation games can influence student attitudes toward greater approval of real-life persons whose roles students play, (c) simulation games appear to have more motivational value than conventional classroom activities, and (d) low achievers do poorly in transferring their understanding of the game to the real situation that the game represents.

There are two important questions teachers should ask themselves when determining whether or not to use a role play or simulation with a certain unit. First, is there enough class time to devote to these methods. Simulation games, for example, do not allow the teacher to cover as much content as expository lessons do. Also, explaining the rules and procedures, offering individual assistance, and debriefing often take a considerable amount of time. Debriefing in particular needs to be handled competently for students to understand the connection between what they have done and real life.

Second, is there a motivation problem among students in the classroom. Certain concepts and units seem to lend themselves better to this approach by the nature of the social issues involved. Yet, as with most types of teaching methods, simulations and role plays can be over used. However, assuming that motivation is a key factor in student learning and development, both simulation games and role plays seem to offer an enriching variation to conventional teaching strategies.

# A Look At A Working Model Legislature

*For the past two years, John Coen, a social studies teacher at Roswell High School, has conducted a model legislature developed by the Institute of Government at the University of Georgia. Coen believes that teaching Georgia government through the use of a simulated model legislature has been a primary reason for the high level of interest the elective course has enjoyed at his school. Mr. Coen's description of the program follows.*

Like most simulations, the success of the model legislature depends on early preparation. If the simulation is to imitate reality—that is, by students role-playing legislators trying to make laws for a pluralistic society—well-planned organization is of prime importance. Fortunately, for all of us teaching Georgia government, the Institute of Government has developed a "Model Legislature" that includes a teacher guide, with a daily agenda, and a student handbook, with suggested bill topics. One can also utilize as a textbook the *Handbook for Georgia Legislators*, a filmstrip "Georgia Lawmakers in Action," and the *Handbook of Georgia State Agencies*—all developed by the Institute of Government.

### Bill Drafting

However, experience has shown that, even with all these tools to help one prepare for the simulation, other factors will determine the success of your model legislature. One important factor is both the quality and quantity of your bills. A few poorly drafted bills will cause your legislature to self-destruct.

At Roswell, the course in state and local government is taught winter quarter to coincide with the convening of the General Assembly in Atlanta. The *Atlanta Constitution*, an invaluable source for this class, has a city-state section of the newspaper which is virtually devoted to the General Assembly while in session. The *Constitution* and *Atlanta Journal* also have a "Newspaper in Education" service, which will provide copies of the paper to each student for a nominal fee. Students at Roswell put three newspaper articles dealing with the General Assembly into a folder every week. Each week they must write a "follow-up" article on one of the three articles. The follow-up may be a summary of the article, an editorial to the paper about an issue in the article, or an interview with our local representative or senator about an issue in the legislature. The purpose of this activity is multifaceted: it provides the students with a daily update of legislative action, stimulates student ideas for bills, increases student knowledge about the legislative process, and encourages student participation and involvement in the General Assembly.

**John Coen directs Roswell High School students in a model legislature program.**

If you do not have access to the Atlanta papers, your local representatives can come to your class and give students ideas about legislation and help with bill drafting. Local representatives are also very useful in reviewing and explaining the importance of parliamentary procedure in the model legislature. In addition, one can call or write the Office of the Legislative Counsel for additional tips on what bills or resolutions to draft.

Perhaps the greatest resources are the students themselves. High school students are often very creative if given the opportunity to be so. Almost anything that affects them daily, e.g., school or automobiles, comes under purview of the General Assembly. Some samples of bills from the past two years at Roswell are: Competency-based Testing of Teachers, Reduction of School Year to 160 Days, Mandatory Competency Tests for Seniors, Repeal of Sales Tax on Food and Drugs, Increase of Driving age to 18, Legalization of Pari-mutuel Betting, and many others. Some typical resolutions (the students enjoy these the most and often personally deliver them to the appropriate person or group) are: Abolition of Tardies to Homeroom, Cafeteria Worker Appreciation Day, and Commending the Roswell Hornet Basketball team.

### Role-Playing—Students and Teachers

The ability of the students to role play legislators is as important as bill drafting is to the success of your model legislature. All student legislators are given their own district numbers and told that their district is primarily urban, rural, or suburban to reflect the rural/urban split in the legislature. This knowledge about their constituency often provides the students with a guide on how to vote on the myriad of bills that will come to the floor of the model legislature. Also helpful is educational television's "The Lawmakers." Appearing on Channel 8 nightly, while the legislature is in session, it is a video presentation of the activity of the General Assembly for that legislative day. By viewing "The Lawmakers," students can better prepare themselves for role-playing legislators.

### Lobbying

After constituencies have been assigned and "The Lawmakers" viewed, lobbyists are introduced to make the simulation even more realistic. During each model legislative session there is a five-minute break where teachers, posing as lobbyists, come to the door and lobby with the student-legislators in the hall. This has proven to be very useful and imposes an additional, but realistic, pressure on the students in the form of single-interest groups. Groups that can be represented are the National Rifle Association, Common Cause, Georgia Power, Georgia Association of Educators, the AFL-CIO, and many others. These groups impress upon the students that we live in a pluralistic society with many interests. (Incidentally, a list of all Registered Agents (lobbyists) may be obtained from the Secretary of State's Office in Atlanta.)

### Debriefing

As with any simulation, the debriefing session after the model legislature is very important. At Roswell we are fortunate to live in relative proximity to the Capitol and to have administration support for a field trip to the legislature for purposes of debriefing. The debriefing session takes on an added importance and relevance by actually comparing and contrasting the simulation with the real legislature.

In talking with students after the debriefing, their evaluation of what knowledge was acquired from their experience with the Model Legislature focuses on two concepts: relevancy and application. For example, last year a bill was introduced in the General Assembly to raise the minimum drinking age in Georgia to nineteen. While on our field trip, our senator spoke to the class in favor of the bill. A student-legislator went back to the Capitol the following day and met with our state senator concerning the drinking-age bill. The student, by lobbying as a single-interest group and participating in a mature fashion as a citizen, convinced the senator to change his vote.

So, if you are looking for an exciting, relevant, and stimulating method of teaching Georgia government, turn to the model legislature.

Reprinted with permission from May/June 1980 issue of *GAIT/Way Journal.*

# Survival Skills Alternative: Super City

**by Elaine King**

Graduate Student
University of Georgia
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Eight o'clock Monday morning David H. punches in at the time clock and heads for his work area in the factory. He checks his desk for messages or new assignments and immediately begins the day's tasks. Research to be done, problems to be ciphered, letters to be written, David throws himself into his work. All over the commercial area people are following the same pattern. Why is this unusual for doctors, lawyers, bankers and business people? For one thing, they are all second and third graders. For another, the offices and buildings are made of cardboard and are contained in Mrs. Dolly Davis' classroom at Barnett Shoals Elementary School, Athens, Georgia. Mrs. Davis has hit on an innovative technique for teaching children survival skills along with the three R's. Besides working on regular classroom assignments, each student is employed in a Super City business. By carrying out everyday work and living activities within Super City, students develop basic citizenship and survival skills. "I try to teach the children that they need other people; that they need to work together," Mrs. Davis says. She states, "The children need to know how to plan and make decisions." Through individualized instruction, Mrs. Davis uses the regular curriculum and applies it to work-related situations.

Every child has a folder which includes their daily assignments in language arts and math. Citizenship in the Super City community depends upon completion of assigned tasks. A worker cannot be an effective producer and consumer without the acquisition of certain skills. A personal bank account for each student allows him/her to purchase items from a store in Super City or make a deposit in the bank.

Can you imagine second and third graders paying taxes? Certainly you can in Super City. Recently, businesses and property were assessed, valuations were placed on the property and taxes are now being collected.

Spelling and grammar are essential for everyone, but especially helpful to the editors and reporters of the Super City newspaper and publishing house.

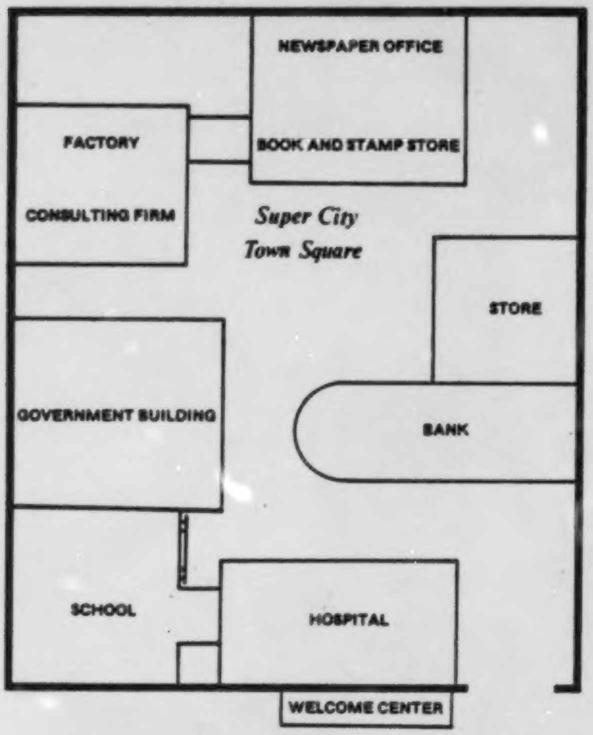
How does Super City function? The city is made up of the bank, hospital, school, city hall, factory, stores and newspaper office. The buildings were designed by the children under the guidance of Larry Stueck, who is employed by the Clarke County school system as a teacher's aide. Mr. Stueck and Mrs. Davis recognize the value of using three-dimensional media in the classroom. With cardboard, nails, a few pieces of scrap lumber and a lot of ingenuity, he and the children constructed the buildings that make up Super City.

After the class discussed tasks and skills involved in the various jobs available in Super City, each child filled out an application for the position which he/she wanted. Mrs. Davis then talked with the students individually about their qualifications and the demands of the occupation for which they were applying. Together a decision was made as to where the child would work. The student's desk was then set up in the appropriate location.

**"By carrying out everyday work and living activities within Super City, students develop basic citizenship and survival skills."**

In the morning, each child begins on the assignments Mrs. Davis has placed in their folders. When they have completed the language arts, math, or other work assignments, they can begin carrying out tasks directly related to their specific occupation. For example, the bank may open and a student wishing to cash a check or make a deposit can then go to the banker and she/he will carry out the necessary transactions with the student. When the hospital personnel complete their regular assignments, they concentrate on developing lessons on personal hygiene, physical fitness and maintain the activity center on health education. They also administer first aid when there is a minor injury in the classroom. After students employed in the Super City school complete their daily assignments, they sometimes go to one of the kindergarten classes and read to one or two of the children there. When the newspaper staff receives articles writ-

**"Her plan motivates the children, encourages them to learn skills that will help them throughout their lives and meets the objectives of the basic curriculum."**



*This is the floor-plan of Super City. Some of the "buildings" are two-story.*

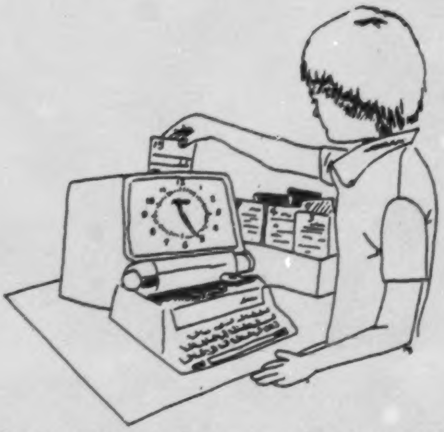
ten by residents of Super City, they have an opportunity to apply their language arts skills in reading, editing, and compiling the materials for the paper. A similar learning experience is involved in the work of those employed at the book and stamp store. Some children write stories which they submit to the book store for publication. Another incentive for students to do their best on their writing is that if the stories are published, the authors are paid royalties for their books.

The Cool Kid factory is the major manufacturing facility in the community. Citizens of Super City decide what goods they would like the factory to produce. When those employed in the factory complete their daily assignments they begin manufacturing the products. When the appropriate number of items are completed, the factory supplies the store with the merchandise. Orders can be sent from the store to the factory by means of a basket that slides across a rope hung from the ceiling of the classroom. When the children realized that they would need to purchase materials for the next product, they decided to have a bake sale. Baked goods were prepared at school and sold by the employees of the general store.

What is good citizenship? How is government established and maintained in a community? What are rights and responsibilities of members of a society? These and other questions are answered for the students in Mrs. Davis' class through their active participation as citizens of Super City, Cardboard County. The government consists of a mayor and city council, policeman, fireman, postman, judge, and lawyers. Each building has a representative on the city council. The class creates laws and sets fines. These laws are then enforced by the proper authorities.

When asked about maintaining discipline in this type of environment, Mrs. Davis replies, "There is really less problem with discipline in this type of arrangement." Using three-dimensional media in this way allows children to find their own space. The cardboard buildings which house the desks serve a purpose similar to that of a carrel in the media center. While the students are in the buildings, they are not able to see what their classmates are involved in and therefore are less distracted.

At a time when educators are concerned with whether to go back to basics or forward into problem centered curriculum, Mrs. Davis has shown us that we can have the best of both worlds. Her plan motivates the children, encourages them to learn skills that will help them throughout their lives and meets the objectives of the basic curriculum. Learning is a gift for life and there is super learning in Super City!

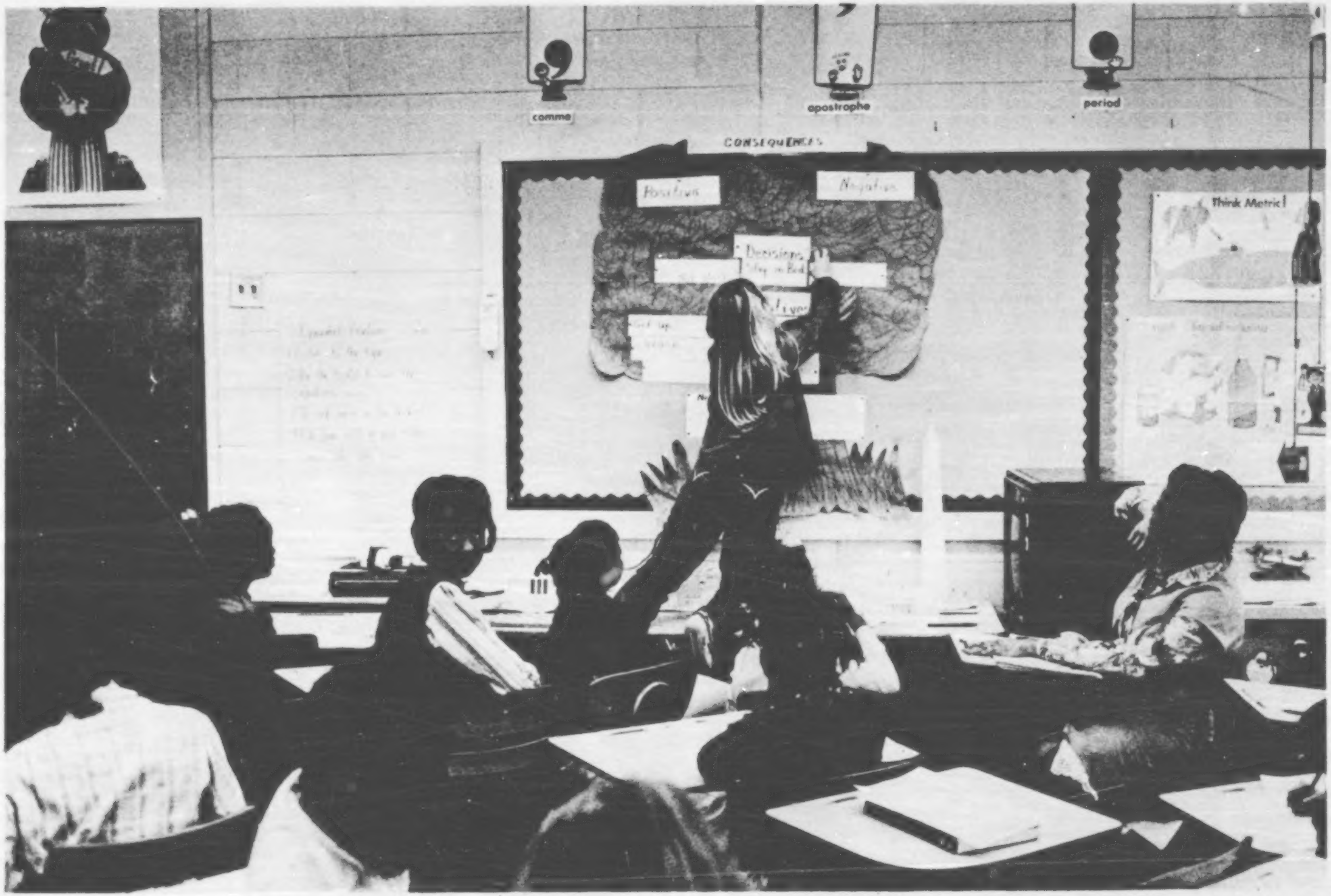


*A student punches in for a day of activities in Super City.*

## RELATING GLOBAL EDUCATION TOPICS TO CITIZEN EDUCATION

The necessity for global education, which aims at preparing students for citizenship in a global age, has emerged as a result of long-term historical trends toward a progressively more globalized human condition. Those trends have brought the people of the world closer together in several ways. Geographically, the isolating influences of distance and natural barriers have been eroded by the evolution of global systems of transportation and communication. Economically, regional and national economics have meshed into an interdependent global network. Sociologically, diverse cultural groups have become increasingly cosmopolitan. Politically, the global conglomeration of nation-states has become a house of cards–movement of one of which inevitably has international repercussions. Global citizenship for today and for the future requires an understanding of these unifying trends and their interactive effects on the global community.

The world is the textbook for the global educator. Topics and materials abound in everyday experience. Radio, TV, newspapers and news magazines devote a significant proportion of their coverage to global issues. Furthermore, lessons involving case studies, decision-making skills, analytic skills, and media-utilization skills are readily adaptable to global education. Citizens of the 21st century will be global citizens. We must prepare them to assume that role.


comma
apostrophe
period
CONSEQUENCES
Positives
Negatives
Decisions
Stay in Bed
Think Metric!

## DECISION-MAKING TECHNIQUES

The teaching of decision-making skills is important to citizenship education because it nurtures an informed citizenry who can make reasoned choices about public issues and about those who contend for leadership. Informed citizens should be able to make judgments consistent with their values and with their knowledge of the situation. Thus, decision-making skills involve more than the inquiry process of deciding whether information is correct, deciding how one factor is related to another, or establishing cause-and-effect. While the inquiry process restricts itself to the criteria of validity and reliability in establishing truth, decision-making skills almost always encompass value judgment in choosing a "best" course of action.

The decision-making process is structured in a series of five stages. The cognitive operation required at each stage contributes to the successful accomplishment of the succeeding stages and to the final decision reached.

The stages are:

1. Recognizing and clarifying the decision to be made.
2. Proposing two or more alternatives which might be chosen.
3. Tracing the probable positive and negative consequences of each alternative.
4. Recognizing the values at stake.
5. Deciding upon a choice.

Progression from steps one through five can be visualized as a process of tree climbing. The statement of the decision to be made corresponds to the trunk of the tree. The alternatives, consequences, and values are branches which take us higher in the tree as we consider each one. We reach the top of the tree when we make our final decision. The decision is supported by the climbing which we do before reaching the top. This simple, direct decision tree model of five steps reduces the introduction of complex thinking skills to a practical instructional strategy.

### What should you know before you begin?

You can make a decision tree diagram for your classroom to arouse the curiosity of your students. Most importantly it is necessary to clearly point out the stages of clarifying the issue, proposing alternatives, tracing consequences, recognizing values and making a choice. This could be done on the chalkboard or in printed materials. The students must first become familiar with the process which they will be expected to use. It will be your responsibility to guide the process with facilitating questions and comments.

You will need to encourage thinking by establishing an accepting classroom climate and making it clear to your students that they are free to offer their thoughts. Your strategy of carefully planned sequence will support their competence. The decision tree diagram will provide the cues for progression through the stages. Remember to select issues for discussion which are well suited to your students. Make sure they can handle the level of abstraction and can see the relevance of the issues to their own lives.

### How to use decision making lessons in your classroom

The decision making lessons which you will find in the following section of your citizenship handbook relate to the political world. The making of legislative decisions which affect the lives of constituents is a serious matter. Social decisions and economic decisions, the philosophical, religious or ethical are all grist for the social studies decision-making mill. There is never a shortage of issues in the social environment. Decision-making lessons could be incorporated into any textbook unit of study by simple identification of the issues relevant to the subject matter. The teacher could increase student interest by introducing stimulating issues at any time.

### What can you expect to accomplish with decision making lessons?

Choosing among alternatives is an inescapable part of our lives. Decisions about how we will manage our social environment determine the patterns of life. Citizenship means, in effect, participation in group decisions. We can expect our decision-making lessons in the social studies classroom to build students' skills with the citizenship decisions which they will encounter. These skills will influence their personal lives and their contributions to the collective civic life.

## USING VALUING TECHNIQUES

### What are the advantages for the learner?

Personal values are what people use to tell what is important in life. People cannot understand themselves or others without reference to a value system. What you and I value will motivate our behavior. What the other people we meet value will motivate their behavior. The significance of observable behavior, both ours and theirs, is more completely understood when the latent component of thought is added to the interpretation. Our students need to assess their own values and to recognize the values of others so they may be more fully equipped to intelligently cope with reality.

Personal values are formed as a result of rational thought processes and an emotional commitment. An idea which is not supported by feeling does not have the strength of a value. Feeling which is not accompanied by careful data collection and analysis is not a responsible and formidable response to reality. It is impossible to divide rationality and emotion into separate modes of existence. Our students will react at once both intellectually and emotionally to the life situations which they will encounter. Values lessons in citizenship education contribute to the learner's preparation because they stimulate both intellectual abilities and emotional growth.

### What are the advantages for the teacher?

As teachers we are not blind to the need to help our students come to a fuller understanding of themselves and others. Our society is now presenting us with the challenge. To properly investigate the motivation for human action we must concern ourselves with the whole person. Objective data is the material commonly used for classroom observations. Feelings, beliefs, and attitudes can also be treated in a scientific manner, and should be included in classroom observation since circumstances are created by rational-emotional forces.

Incorporating the affective base as well as the cognitive into social studies lessons will have positive consequences for classroom interaction and for the long range goals of citizenship education. We may expect our students' involvement in the lesson to intensify if they have the opportunity to respond as both feeling and thinking people. We may also anticipate that student experience with values study in our classrooms will increase the level of constructive participation in the resolution of societal conflict in the future. People who have sorted out their own values and examined the values of others have information and perspectives which they can use to guide their positive participation.

### What do you need to know before you begin?

Your interaction with your students is crucial to each of the strategies used in values lessons. To encourage your students to participate in values discussions, you should be fully aware of what you do and say. Here are some suggestions to help you visualize your interaction with your students.

a. All the statements which students offer should be accepted.

b. Students who do not want to talk should not be forced to.

c. The teacher can sometimes assist by simply restating what students express without approving or disapproving.

d. Avoid moralizing or imposing your own view on students.

e. Bring in contrary ideas on an issue but do not present your own judgment of those ideas.

### How will you use values lessons in your classroom?

Procedures which are often used are value clarification procedures. The object of value clarification is to stimulate students to reflect their own values and in so doing clarify their values to themselves. The learning process involves, first, choosing one's own values, second, coming to prize those values, and third, acting on the values on a customary basis.

One clarification strategy is a value sheet which is a thought-provoking story, statement, or set of questions for students to reflect on or write about. Another is a rank ordering exercise in which students differentiate among alternatives and examine their preferences. The third strategy in the lessons in your handbook is the value continuum. Students indicate their stand on an issue by marking positions between two extremes on a line.

### What can you expect to accomplish in your classroom if you use values lessons?

Values serve us as standards. As standards they make it possible for us to judge objects, persons, ideas, or events. Democratic values are the basis of American citizenship. As young citizens American students must be able to assess how closely the reality of their actions and personal views approach the ideas of their democratic society.

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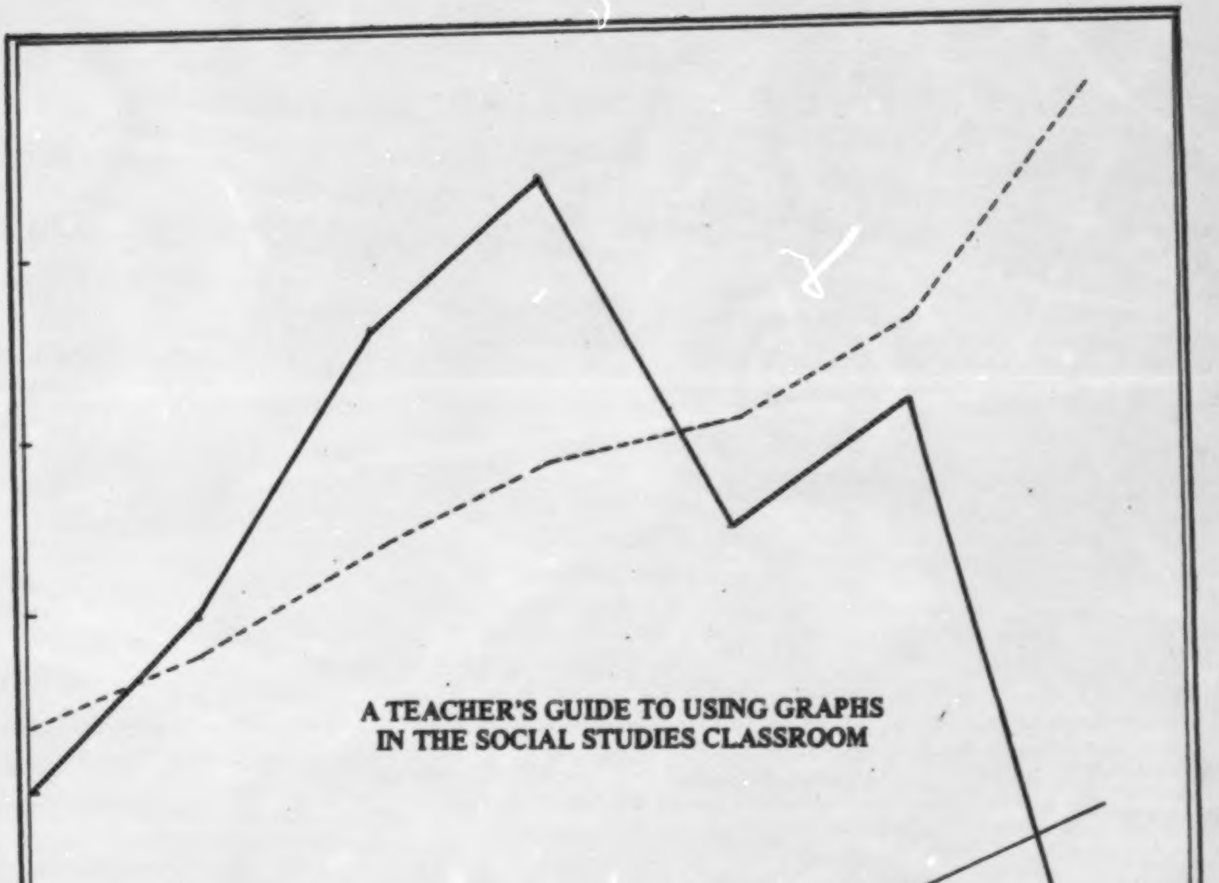
UP—
OIL CONSUM
DOWN.



# A TEACHER'S GUIDE TO USING GRAPHS IN THE SOCIAL STUDIES CLASSROOM

# THE USE AND MISUSE OF GRAPHS

These days, no budget hearing, political campaign, or annual report of a governmental agency seems complete without an impressive collection of charts, graphs, and other visual displays visually portraying or dramatizing trends of the past or needs for the future. In some respects, the chart or graph* has become a new stock-in-trade for agency statisticians, political analysts, and, increasingly, political speech writers. Reflecting this trend, few issues of daily newspapers or major weekly news magazines in this country now reach the reader without at least one table, chart, or graph. Thus, more than at any time in the past, it is important that students develop the ability to construct, read, critically evaluate, and draw inference from graphs and other forms of visual display of numerical information.

## Teaching About Graphs in the Social Studies Classroom

If it is true that more political, social, and economic behavior is being expressed in quantitative terms, it is also true that social studies teachers traditionally have utilized nonmeasurable, descriptive data in their instructional approaches. Professors Harf and Peterson attribute the general reluctance to using a quantitative perspective to four general factors: (1) Unfamiliarity with some of the new terms and phrases associated with a quantitative approach, such as *mean, model, hypothesis, variable*, and *statistical anlysis;* (2) Anxiety over numbers and quantitative analysis techniques by teachers who have had a minimum of training in mathematics; (3) Time required to become familiar with quantitative analysis, as well as time diverted from regular classroom lessons to teach about these; and (4) A general feeling that a quantitative approach replaces the "human" concerns of the social studies with an insensitive, mathematical orientation.[1]

In response to these legitimate concerns, it should be emphasized that this skill-building instructional unit: (1) introduces few new terms that students should not already be familiar with; (2) involves no sophisticated mathematical or analytical skills—for teachers or students; (3) involves a minimum amount of time for teacher preparation; and (4) hopefully leads to a better understanding of human beings and their problems. Also, it should promote teacher competence in teaching critical thinking.

Moreover, it strives to make the social studies more interesting to students by introducing a new way to communicate about ideas or issues when traditional words involve definitions that vary from student to student (e.g., happy, successful, good, superior, fair, etc.). For students with reading difficulties, the visual orientation of graphs can translate many words or tables into a more understandable alternative.

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*In general use, the terms "chart" and "graph" are used interchangeably. A graph almost always involves the visual depiction of numerical information according to some scale. Since a chart can involve visual depiction of nonnumerical information—as in the case of an organization chart—the term "graph" will be used throughout this instructional unit.

[1] James E. Harf and Anne R. Peterson, "The Quantitative Perspective on Inquiry in the Social Studies," in M. Eugene Gilliom (ed.), *Practical Methods for the Social Studies*, (Belmont, Calif.: Wadsworth, 197/), pp. 144-145.

### Types of Graphs

Graphs most commonly are used to show (1) a situation at a given point in time (e.g., how the 1980 budget is divided), or (2) the relationship between two or more variables (e.g., how the budget has grown in recent years. As used here, the term *variable* simply refers to something that can change (e.g., time, length, weight, scores, expenditures, revenue, age, etc.).

The first type of graph is called a one-scale, or (univariate) graph since it presents information about a single subject or variable at a specific point in time. The second type of graph is called a two-scale (or bivariate) graph, since information or association between two variables is being depicted. If more than two variables are being shown, the graph would be called a multivariate graph.

### One-Scale Graphs

The one-scale graph—of which the pie and bar graph are the two principal examples—is the simplest and easiest to understand of the different types of graphs. Its primary advantage is its simplicity and ease of interpretation, which allows visual conceptualization of numerical information according to relative magnitude. That is, the size of each portion of the graph is drawn to correspond in proportion to the size of the other portions. The primary disadvantage of the one-scale graph is its limited use and failure to account for the impact of other variables, such as change across time.

### Pie Graphs

As the name implies, the pie graph suggests the slicing of a pie. It is especially useful to showing how a whole has been divided, with the respective divisions or percentages drawn so that the relative magnitude of each is proportionately reflected. Thus, if in a pie graph of a state budget, agency A gets twice as much as agency B, agency A's slice of the pie will be shown as twice the size of that for B. (see Figure a)

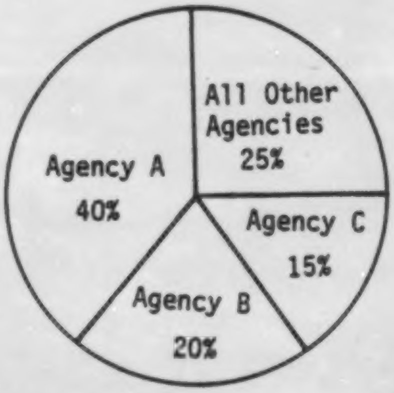

**Figure a. Breakdown of FY 1980 State Budget**

Pie charts are commonly used to show the breakdown of revenue or expenditures but also can be used to show personnel, resources, or any other variable. For instance, the pie graph can show the percentages of the entire student body at a school by grade, a percentage breakdown of accidents or causes of death, a percentage breakdown of the local school system budget, a percentage breakdown of a student's personal budget, or any of a variety of other variables.

A pie chart is commonly expressed in terms of percentages, but can be shown in other terms as well. For instance, rather than showing each agency's percentage of the total state budget, it is possible to show the breakdown in terms of how many cents of each state dollar goes to each agency. (see Figure b)

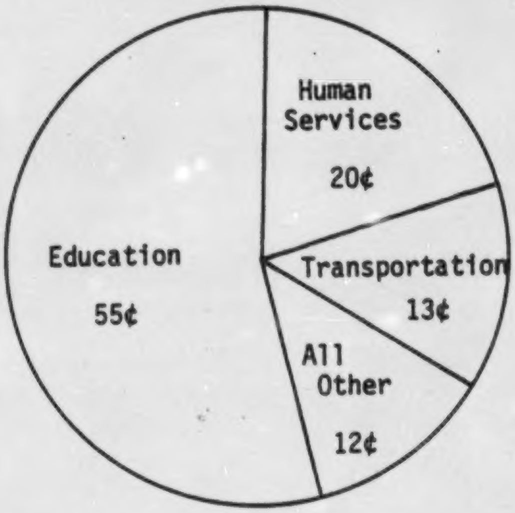

Figure b. Breakdown of FY 1979 Georgia Budget Dollar

Whether using percentages or cents, the graph and figures would be the same. The advantage of presenting the graph in terms of how the budget dollar is spent is that many people–particularly younger students–relate to cents and dollars better than percentages of total appropriations.

As a graphic note in drawing the pie graph, the following suggestions are offered.

(1) To find the percentage for each category, divide the sum allocated to the category by the total sum of all categories. This, then, gives that category's percentage of the total budget.

(2) To draw the pie graph, a compass is needed. By multiplying the percentage for each category times 360 degrees (the total arc of a circle), you will arrive at the number of degrees in each category. Draw a single line from the center of the circle to the top of the circle (equivalent to 12:00 on a clock). From that point, proceed counterclockwise measuring each category's arc. If you do not have a protractor to accurately measure the degrees in the circle, split

the circle into four quadrants with a ruler and pencil as shown in Figure c. Then, roughly estimate five equal divisions along the circumference of the circle as shown in Figure c. This will give you an approximate basis for laying out the graph, with each division equal to 5% of the total.

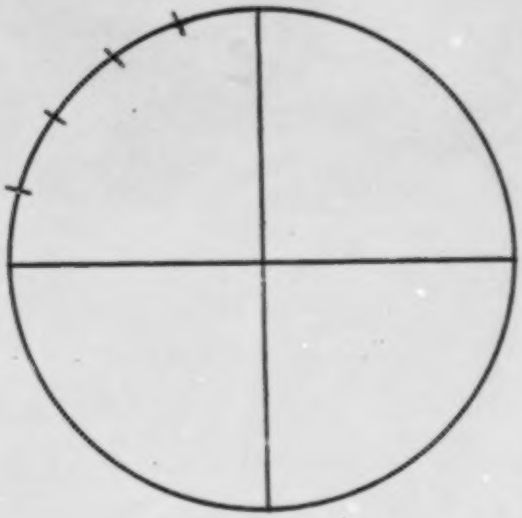

Figure c. Making a Pie Graph Without a Protractor

(3) It is generally preferrable to draw a pie graph with the largest category plotted first, followed by the next largest category, and so on. See Figure d. This allows the viewer immediately to not only see the relative size of each category, but to see them ranked in order. Where categories are intermixed regardless of size—sometimes necessary for graphic considerations—the relative size among categories is not as immediately discernible. See Figure e.

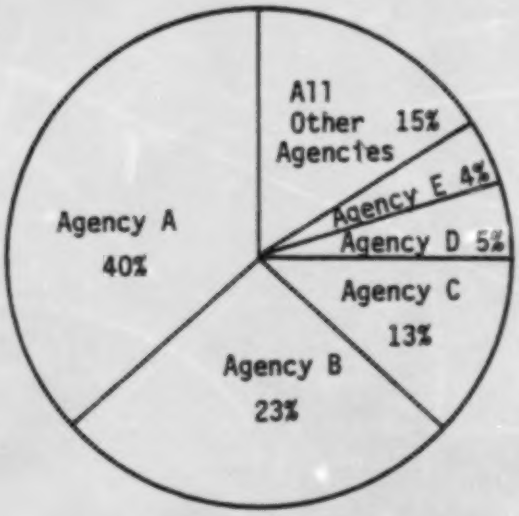

Figure d. Pie Chart With Categories In Descending Order

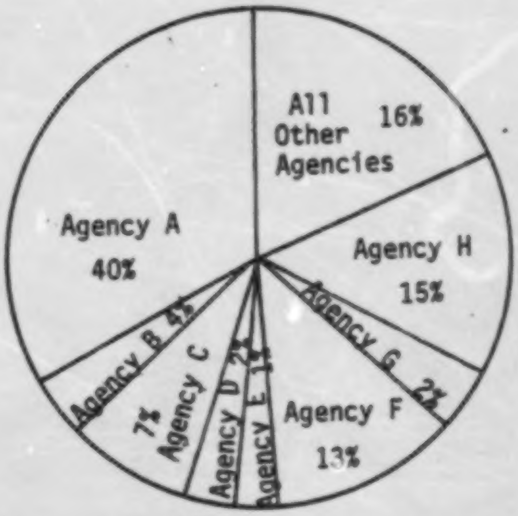

Figure e. Pie Chart With No Order for Categories

(4) Figures d and e illustrate another consideration in pie graph construction. While it is sometimes necessary that a pie graph depict every category, the graph's impact is improved by limiting the number of categories to not more than six or seven, and lumping the remaining categories into a single category designated "Other" (see Figure d).

(5) Finally, as a purely graphic consideration, when a pie graph is used to illustrate the breakdown of revenue or expenditures, it is possible to enhance its monetary nature by depicting the pie graph as a silver dollar. This is done by taking the compass at the same setting as was used to draw the circle, dropping slightly below the center of the circle, and drawing a half arc that touches the sides of the original circle (as shown in Figure f). Then add the straight lines to resemble the ridges of the side of the coin, and presto, the appearance of a coin (see Figure g).

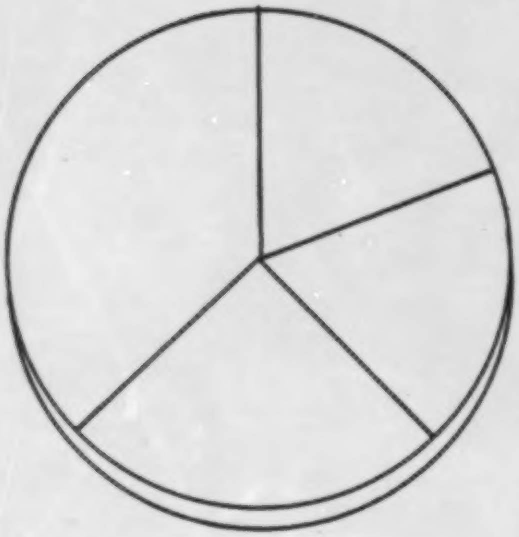

**Figure f**

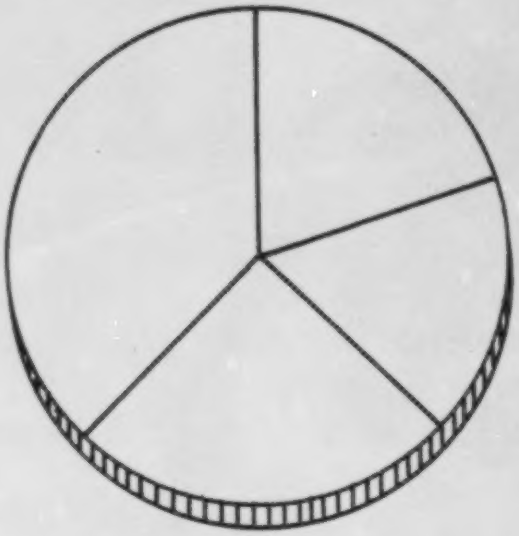

**Figure g**

It is possible to further improve the appearance of the pie graph, and to save space if the graph does not contain a large number of categories, by appearing to rotate the pie graph so that it faces the viewer at an angle. This is done with an ellipitical pattern or template, as seen in Figure h.

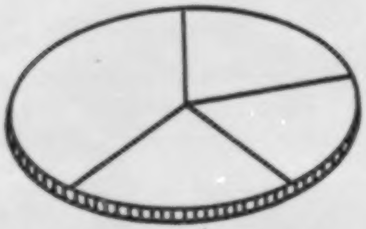

**Figure h**

Other graphic techniques to dramatize a particular point include removing a particular category's slice of the pie from the total to highlight that category's percentage of the whole, as shown in Figure i.

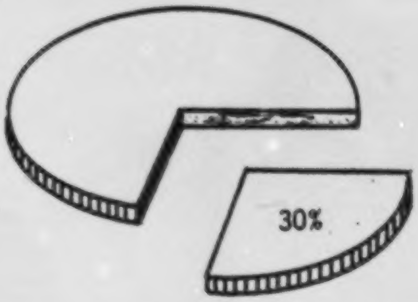

Figure i. Agency A's Percentage of the Total State Budget

**Bar Graphs**

The second type of common one-scale graph is the bar graph (sometimes termed the histogram). Generally, the bar graph can be used in much the same way as the pie graph: to show the breakdown of a given variable at a single point in time. As Figures j and k illustrate, the bar graph can be drawn vertically or horizontally.

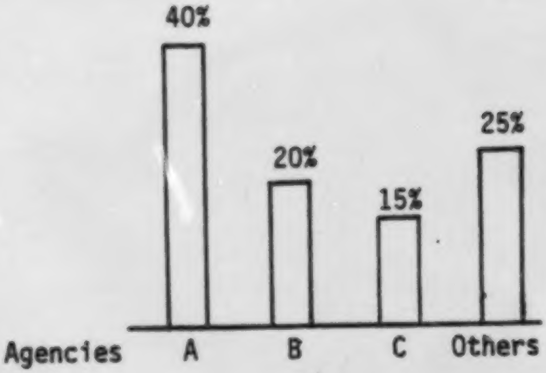

Figure j. Breakdown of the State Budget

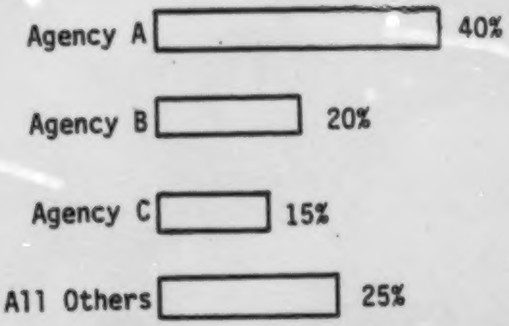

Figure k. Breakdown of the State Budget

### Pictographs

A variant of the bar graph is the pictograph, which replaces a solid line with some symbol—usually one associated with that variable being graphed. In the pictograph, each symbol represents a specified quantity of that being measured, as seen in Figure l.

$ - Each symbol represents $1 million.

| | |
|---|---|
| Agency A | $$$$$ $$$$$ $$$$$ $$$$$ $$$$$ $$$$$ $$$$$ $$$$$ |
| Agency B | $$$$$ $$$$$ $$$$$ $$$$$ |
| Agency C | $$$$$ $$$$$ $$$$$ |
| All Others | $$$$$ $$$$$ $$$$$ $$$$$ $$$$$ |

**Figure l. Breakdown of the State Budget By Agency**

### One-Scale Graphs: A Summary

The one-scale graph is the simplest and easiest to understand of the different types of graph. Its primary advantage is its simplicity and ease of interpretation, which allows visual conceptualization of numerical data according to relative magnitude. The primary disadvantage, however, is its limited use and failure to account for the impact of other variables, such as change across time.

### Two-Scale Graphs: The Line Graph

The line graph is perhaps the most frequently used of all two-scale graphs, and is particularly used for looking at the change in a variable across time. Commonly, the horizontal axis or scale on a line graph represents time (typically years), with the vertical axis or scale representing the primary variable being charted. Points (or coordinates) are plotted from the data available (such as amount per year), and then connected by a straight or curved line. From this, patterns of the past may emerge, as well as projections for the future (see Figure m).

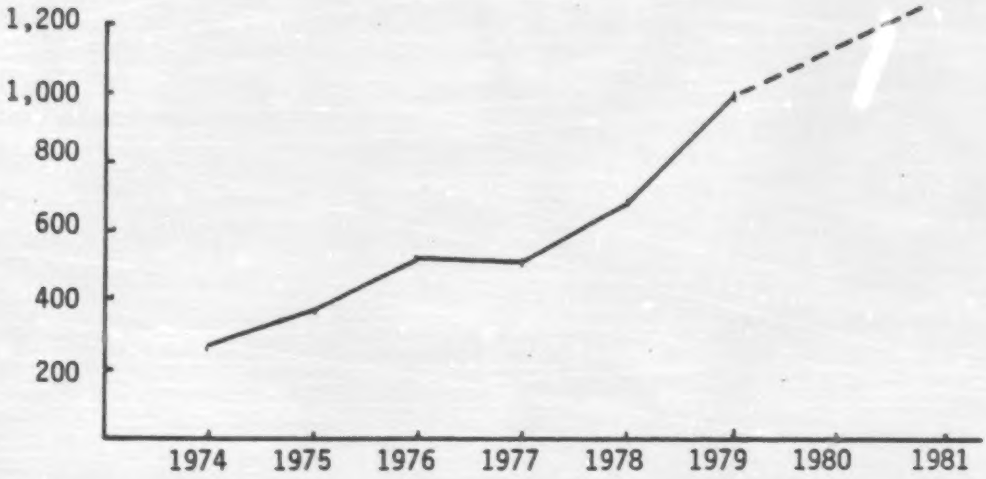

**Figure m. Growth in Employees in Agency A: 1974-1979**

### The Two-Scale Bar Graph

Similar to the line graph is the bar graph which uses vertical or horizontal columns to compare relative magnitudes across time (see Figure n).

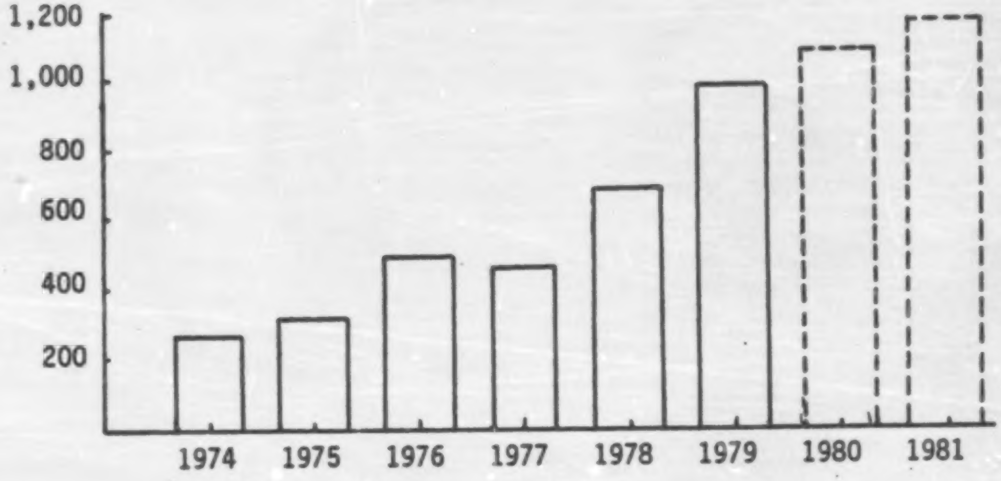

Figure n. Growth in Employees in Agency A: 1974-1979

### Variations of the Line and Bar Graphs

On either line or bar graph, it is possible to plot additional data to allow further analysis or comparison of similar or related information, as seen in Figure o.

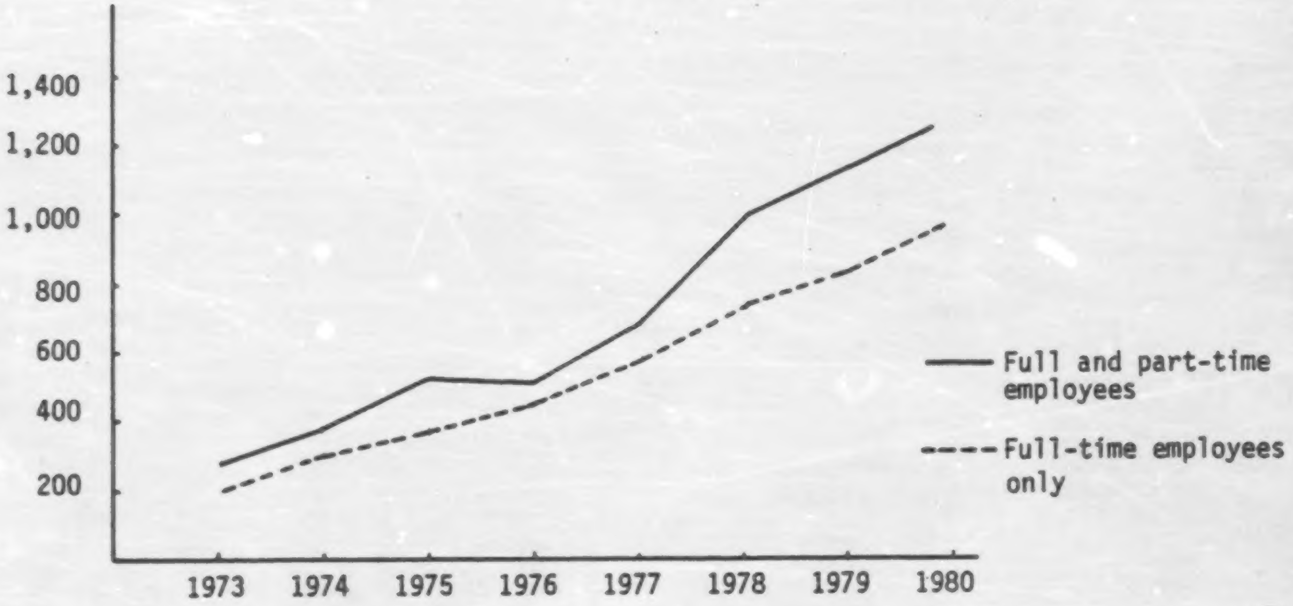

Figure o. Growth in Employees in Agency A: 1973-1980

In some cases, however, the use of a single graph for comparative purposes can be carried to the extreme, as in the case of Figure p. Of course, for a highly specialized audience, a graph such as Figure p may be appropriate, but as a general rule, graphing so many criss-crossing variables should be avoided.

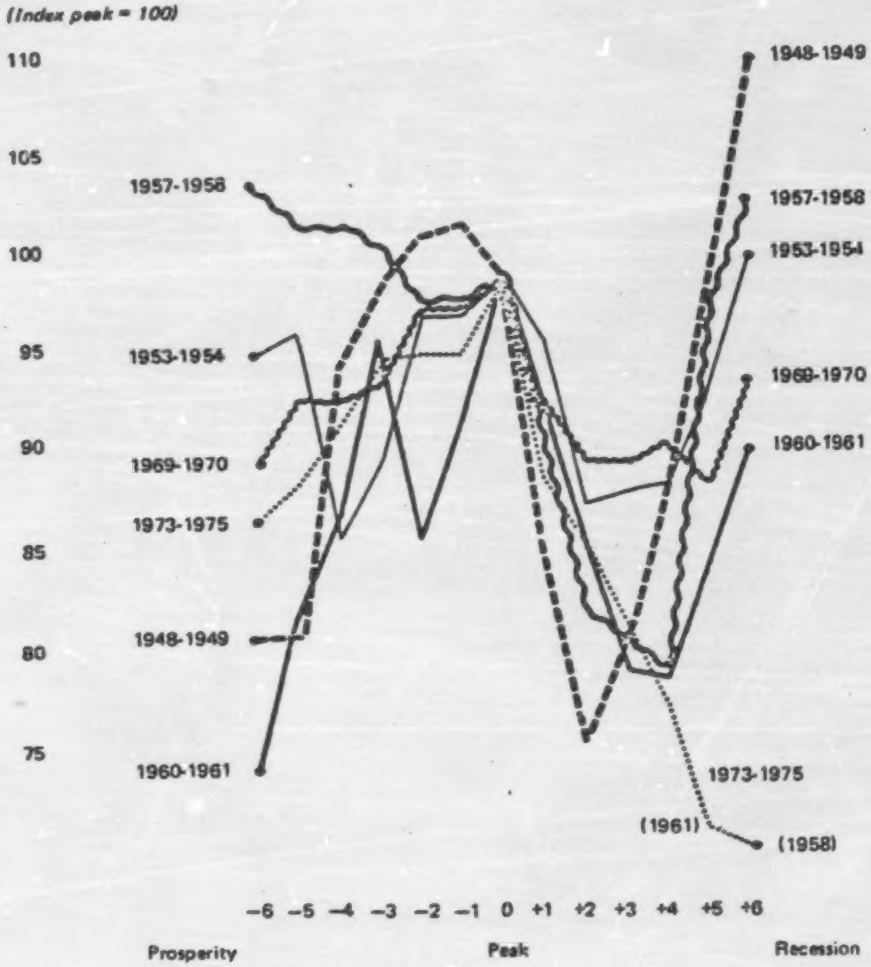

Exhibit 7: Gross private domestic investment during post-war recessions

Figure p

Another way of graphing the same information as in Figure o is through use of the grouped bar or column graph, as seen in Figure oo. Generally, this approach uses parallel bars or columns in pairs to exhibit information about related information for each year, such as a comparison of revenue and expenditure for each year.

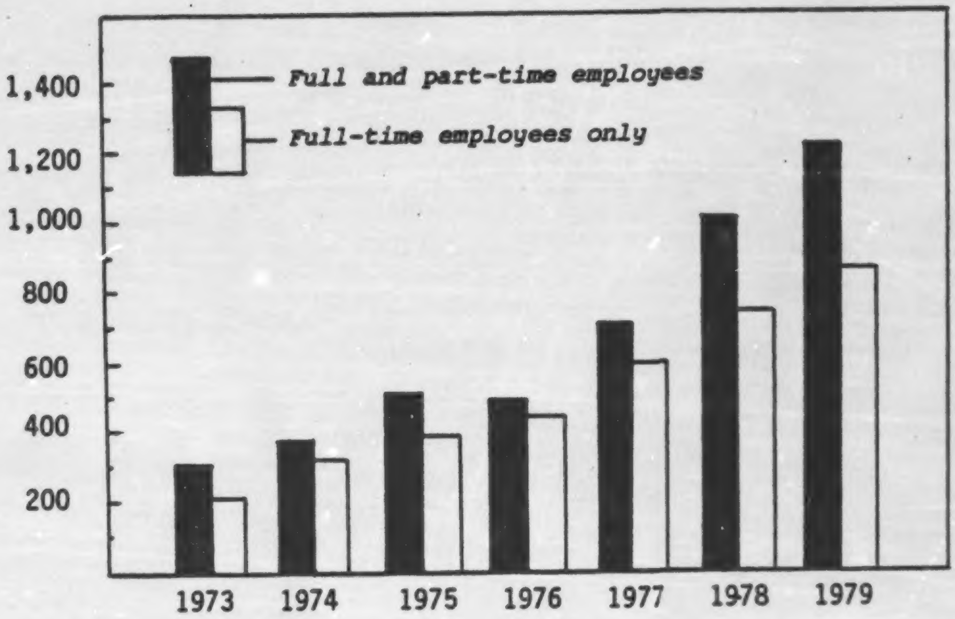

Figure oo. Growth in Employees in Agency A: 1973-1979

**Strata Graph**

If state officials were interested in the relative growth in revenue produced by the major state taxes in recent year, one option would be to draw a series of pie graphs—one for each year. However, by plotting this information on a line graph as a series of layers, with each layer corresponding its relative value on a year-to-year basis, you can consolidate many graphs into one (see Figures q and r).

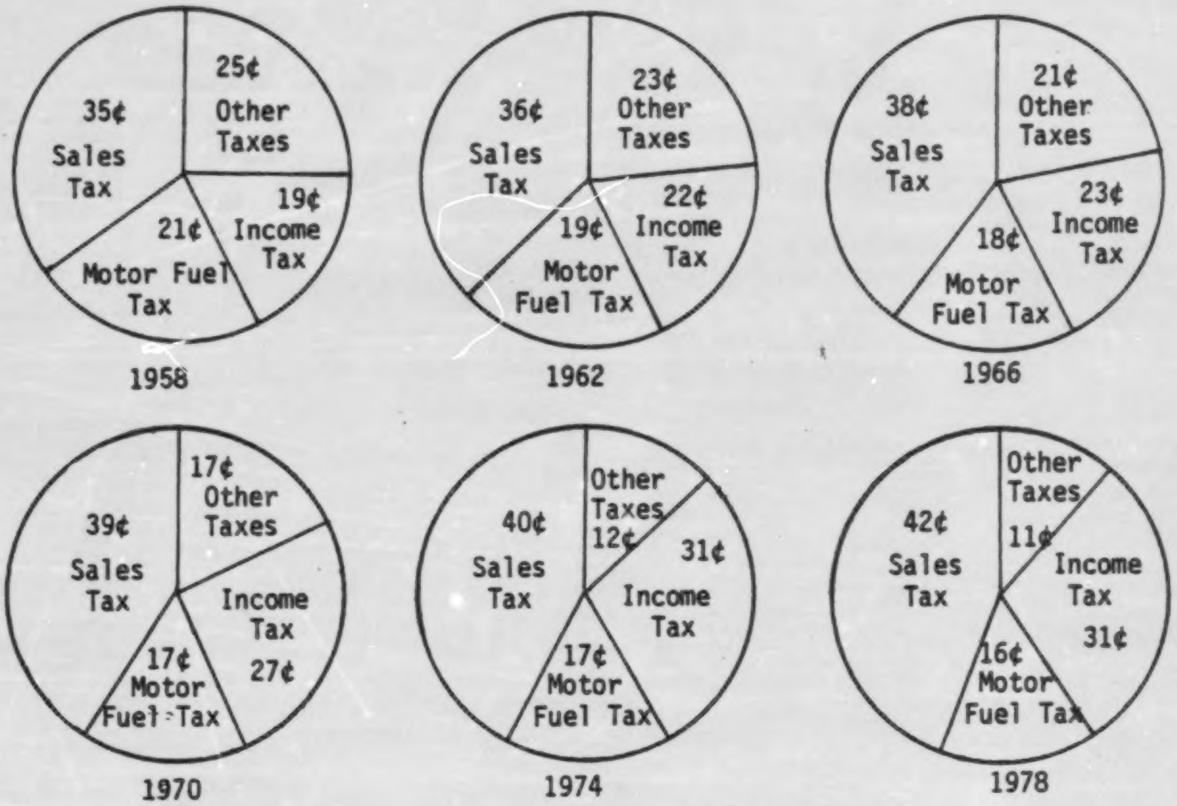

Figure q. Where the State Tax Dollar Comes From

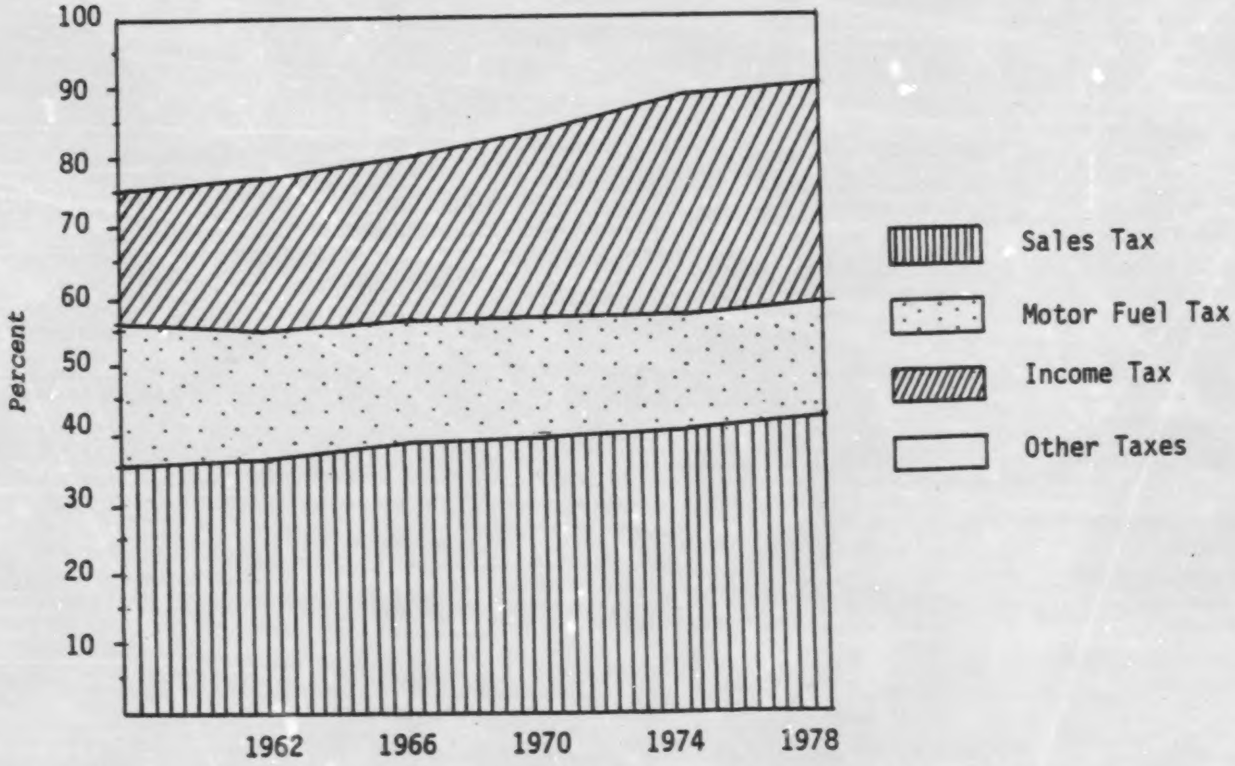

Figure r. Where the State Tax Dollar Comes From

Comparing Figures q and r, the usefulness of the strata graph becomes apparent in showing the comparative change across time. Thus, in this hypothetical situation, although there has been steady growth in the sales tax—which still remains as the major source of tax revenue—the greatest growth percentage-wise has been in the income tax.

Of course, this same trend data is available from the series of six pie graphs, but not in as immediately apparent detail. Thus, the advantage of the strata graph is its graphic simplicity and facilitation of showing change and trends in the component parts of a whole across time. Unfortunately, the strata graph makes it more difficult to determine the precise value for each component part for a given year without some type of mathematical calculation by the viewer. For instance, to determine the percentage of the tax dollar derived from the motor fuel tax in figure r above for 1970, it would be necessary to measure the upper value of the strata or layer for the motor fuel tax—which is 56%—then determine the upper value of the strata for the sales tax—which is 39%—and finally subtract the latter from the former—leaving 17%.

## HINTS IN EVALUATING GRAPHS

A graph can be a powerful and useful tool in its attempt to translate complex or detailed statistical information into a graphic portrayal that is understandable to the decision-maker as well as lay citizen. But, graphs can also be misued. The following are some general guidelines which can assist one in evaluating a graph.

(1) Does the graph have a title, and is that title appropriate to the actual information being graphed?

Comment: Too frequently, graphs are included in news articles, reports, presentations, and advertisements with no title as to what precisely has been graphed. In some instances, on closer examination, it is found that the graph has little to do with the major purpose of the article.

Also, often a graph will purport by its title to depict a concept which properly can not be quantified without first operationally defining the concept in terms of measurable characteristics.

For instance, a graph depicting the "quality of life" should be immediately suspect, since each person has a slightly different concept of what constitutes "quality of life." While it is possible to graph components which contribute to the quality of life—such as income, housing, education, health, etc.—and while it would be appropriate to include these graphs in an analysis of the quality of life, it is important that the graph be appropriately titled.

Examples of other concepts which are not appropriate for graphing without first operationally defining the concept in measurable and observable terms include: happiness, intelligence, poverty, good, bad, conservative, liberal, beauty, fair, equity, justice, discrimination, success, and a host of others.

(2) What is the source of the data being graphed, how reliable is that source, and is the source shown with the graph?

Comment: Many graphs fail to show the source of the data, particularly those used in advertising. Without the source, the viewer has no basis to judge the accuracy, reliability, and objectivity of the graph.

(3) Are all scales and axes properly labelled?

Comment: Again, many graphs which purport to support a claim made in an article, report, statement, or advertisement, do not have the variables which are supposedly being graphed identified. No matter how impressive or dramatic the graph line, without knowledge of what precisely has been graphed, the graph is meaningless.

(4) Do the scales follow a consistent pattern, or are there gaps, irregular intervals, or other variations in the scales?

Comment: A properly constructed graph should follow a regular interval in its scales, so that the resulting graph lines represent a consistent progression. Attempts to interpret patterns of the past, as well as project those of the future, are difficult when an irregular scale has been used.

(5) Are the scale intervals appropriate for the information being presented, and does it appear that the graph has been manipulated in its construction?

Comment: In many ways, this is difficult to immediately discern. The choice of interval—for instance, whether the interval for years on the horizontal axis should be ½", 1", or what, and whether the interval for the vertical axis should be the same—is not governed by absolute rules. As a graphic depiction, there is room for discretion on the choice of intervals.

However, there is an opportunity for manipulating the graph in choosing these scale intervals. Through expanding or contracting the intervals on the horizontal and vertical scales, a wide range of variations are possible using the same data.

(6) Has the graph been accurately constructed?

Comment: Surprisingly, graphs are sometimes constructed so that the length of the bar on the graph, or the height of the line, have not been accurately measured. Additionally, coordinates are sometimes slightly fudged—either through sloppiness or intent.

(7) Is the graph clear in its visual impact?

Comment: The purpose of a graph is to clarify, not confuse; to simplify numerical data into a graphic display which will promote better understanding. Unfortunately, some graphs do not meet these expectations, but require extensive written explanation to clarify what they purport to show. For some scientific and technical purposes, this is acceptable; but where the graph is intended to be viewed by the average citizen, it is important that clarity and simplicity be stressed.

(8) Finally, after the other considerations have been met, does the graph contain the most relevant information, given the context in which it is being used.

Comment: Not infrequently, graphs are used to accompany articles or presentations which have at best a marginal relationship to the subject. For instance, a graph of families in America with portable radios would not be a particularly significant or relevant consideration to an analysis of the severeity of the energy crisis.

This consideration can often be seen in political campaigns, where a political office holder will include graphs showing many positive gains under his administration. Yet, on closer examination, the subject being graphed had little to do with the policies or programs of the office holder.

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*Graphs and Surveys: How to Prepare and Interpret Them.* Xerox Social Studies Unit Books. Grades 7-9. 48 pp. Columbis, Ohio: Xerox Education Publications.

*Tables, Charts, and Graphs.* Set of 3 books for grades 4, 5, and 6. Separate teacher's edition available. $0.95 each. Scholastic Elementary Skills Books. Englewood Cliffs, N.J.: Scholastic Book Service.

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# TAKING A CLASS FIELD TRIP TO GEORGIA'S STATE CAPITOL

## TEACHER'S GUIDE

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## *TEACHERS' GUIDE*

# TAKING A CLASS FIELD TRIP TO GEORGIA'S STATE CAPITOL

## I. PLANNING PHASE

A. **Why Take a Field Trip to the Capitol?** Perhaps more than in any other discipline, civics and government textbooks have traditionally failed to convey to students what politics is really like. In one sense, the political process is one that almost must be experienced—from the moments of stirring and eloquent debate to the mass confusion that sometimes seems to reign. Despite the admonition that the two things you never want to see made in person—sausage and laws—a field trip to actually observe the legislative process in action can be an important learning experience. Unfortunately, with inadequate orientation of students before going, the field trip to watch the legislature can be a negative experience. It is important for students to realize that (1) little serious legislative business takes place during the first hour of the session, as perfunctory routine business must take place then (2) legislators do not have private offices, and for most, their desk in the chamber is their office where they must catch up on their mail, read the newspaper, and attend to other business, (3) the fact that legislators may not be at their seat is often due to the fact that some group from back home (including school groups) have paged the legislator and are meeting with him out in the lobbies, or it may be due to the press wanting an interview, or because a legislator is attempting to gather support for his bill, or because the legislator is meeting with legislative attorneys to draft a bill, or for a multitude of other reasons, and (4) much of the legislative process and study has taken place while a bill was in committee.

B. **At What Grade Level Should Students Be Taken to the Capitol?** There is no absolute guide to when students are old enough to receive a valuable learning experience by a field trip to the Capitol. For older students who are studying Georgia government or political science, the field trip is especially valuable when the legislature is in session. For younger students, other times are probably better.

The Legislature has adopted a policy encouraging elementary students (K-7) to schedule their field trips to the Capitol when the Legislature is not in session. This policy was motivated by concern that field trips have been less satisfactory for younger students due to the large numbers of students visiting the Capitol during legislative sessions, the wide differences in age and grade level, and the crowded conditions within the Capitol.

This policy, however, is not a blanket mandate prohibiting visits by lower grades. It is suggested, however, that most lower-grade students will find a trip to the Capitol more rewarding when scheduled when the legislature is not in session. Not only is there less confusion, but students have more freedom to get acquainted with the Capitol and the state museum. Tour guides also have greater time to spend with each class. Also, the weather in the fall and spring makes for a much nicer opportunity to tour the grounds of the Capitol and eat outdoors at the Garden Plaza across from the Capitol.

C. **Logistical Problems.** As the price of fuel increases, and as school systems cut back on use of school buses for field trips in the face of tight budgets, you may have to look at other alternatives. Local businesses or fuel suppliers may be willing to donate the fuel for the trip to the Capitol. In this regard, your state Representative or Senator may be helpful in suggesting businesses which might be willing to help.

More likely, if you can not arrange for a school bus, you will need to contact parents of your students. One benefit of having parents assist in providing transportation is that they can help in maintaining discipline at the Capitol—particularly for younger students.

Schools within the area serviced by MARTA, of course, may use MARTA buses or rapid rail to get students to the Capitol. The Georgia State station of MARTA rapid rail is less than one block from the Capitol. Its convenience may even prompt those who would be driving to park at one of the parking facilities provided by MARTA and ride the rapid rail in. The students certainly will find this exciting.

D. **Where a Field Trip to the Capitol Fits Into Your Curriculum.** There are no hard and fast rules as to the best time to schedule a field trip in relation to your course of study. Some teachers effectively use this as a culminating activity of a unit on the legislative process. Others use this as a preliminary motivating experience with great success. Whichever decision is made, however, it is again imperative that some type of orientation be given before students visit the Capitol—especially if during a legislative session.

E. **Scheduling the Trip.** Trips to the Capitol should be scheduled in advance to assure that a tour guide will be available for your class, and to enable you to meet with your legislator if a session is underway. While it is possible to walk

Tour Guide With Students in Capitol Rotunda

Secretary of State David Poythress With Brownie Troop

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in "off the street" and wait for a tour, if a session is underway you may not be able to work your class into another tour, since there are limits on the size of each tour.

Should you desire to conduct your own tour, advance scheduling is not required, but is still recommended.

F. **Choosing a Date for Your Visit.** The General Assembly convenes on the second Monday in January each year. Typically, after the first two weeks they adjourn for a two-week budget recess and then reconvene. However, they may follow a different pattern in any particular year. The House Public Information Office (404-656-5082) or Senate Information Office (404-656-5097) should be able to give you the expected dates of recesses once the session begins.

G. **Choosing a Time of Day for Your Visit.** For schools outside the Atlanta area, there may be little discretion in selecting a time to come to the Capitol, given the distance that must be traveled each way.

Daily sessions of the Legislature began at 10:00 a.m., with the roll call, prayer, and various routine business. (During the first hour of the session, there is usually little going on that will interest students, and in fact because of the number of legislators not at their seats or talking with other legislators, may be a less preferable time for students to watch from the gallery).

Later in the morning, floor debate and voting on bills begins. Early in the session, either or both houses may adjourn for the day by 2:00 p.m. so that committees may begin their deliberations. Later in the session, the hour of adjournment may extend until 3:00 or 4:00 p.m., and in the last week or so of the session, may not be until 6:00 p.m. or later.

While both houses convene each day at the same time, they may set their own pace of deliberation, and recess for lunch at different times, as well as adjourn for the day at different times. Usually, the late morning and early afternoon periods are best if you want students to observe actual debate and voting on bills.

H. **Arranging for a Tour of the Capitol.** Tours are conducted by tour guides, and are the responsibility of the Georgia Building Authority, which has responsibility for the maintenance of the Capitol, its grounds, and other state office buildings.

Inside the west (main) entrance to the Capitol, a visitor information booth is maintained, where the tour guides may be found, as well as information about the Capitol.

To schedule a tour for your class, return the accompanying form, or call 404-656-2844 or 404-656-6242. If given enough advance notice, tour guides will mail you some information to help plan your trip.

Be prepared to give two or three suitable dates to choose from, as their schedule is quite full during legislative sessions. Tours are scheduled every 30 minutes from 9 a.m. to 4 p.m., if the Legislature is not in session, an additional 15 minutes in the gallery.

I. **Arranging Meetings and Photos with State Officials.** When the General Assembly is in session, legislators are usually happy to meet with students at the Capitol. You should notify your Representative and/or Senator in advance so they can plan to meet with your class.

Because of the Governor's demanding schedule, it is physically impossible to have all school groups meet and have their picture taken with the Governor. On occasion, where his schedule permits, you may inquire as to the possibility of the Governor greeting the students and having a picture taken. During a legislative session, this will generally only be possible around the noon hour. To arrange such a picture, call or write the Governor's Appointment Secretary, Office of the Governor, State Capitol, Atlanta, Georgia 30334, Phone: 404-656-1720.

The appointment secretary can usually tell you when the Governor is available, but please remember that the Governor's schedule can change at the last minute and your class may not be able to see him. Upon your arrival at the Capitol, stop by the Governor's office to verify your appointment. This office is in the Executive Office suite across from the Information Booth.

Legislators will sometimes tell you that they will arrange for a meeting with the Governor. However, it is suggested that you handle this yourself to save the extra work for the legislators.

J. **Types of Tours Available at the Capitol.** Until recently, only two types of tours were available to school groups. If the Legislature was in session, a short tour was held in the rotunda of the Capitol, where tour guides briefly talked about Georgia history, the portraits and busts in the Capitol, and some information about Georgia government. If the legislature was not in session, students could receive an additional 15 minute discussion about the legislature in the gallery of the House or Senate.

While this general format is still followed, special programs, tours and displays are currently being developed at the Capitol which will broad-

Governor George Busbee With Visiting Students en the scope of the tour program. For instance, a new rear-screen projection system allows students to view slide/tape presentations that are being developed at the Capitol. Also, experts in various areas may be invited to come and conduct a program on a special subject for classes.

Special programs are now available on gold, the project to regild the Capitol dome, the wagon train that traveled Georgia in 1979, and a number of other areas. The accompanying form for scheduling a tour should be referred to for a more comprehensive list of available offerings. In addition to those listed, if there is a specific area you would like to have a tour offered on, you can contact the tour guides, who will see if such a program can be developed.

## II. THE ACTUAL FIELD TRIP

**A. Parking.** As mentioned earlier, one approach being taken by Atlanta and non-Atlanta teachers alike in recent months is to park at one of the MARTA rapid rail parking lots in East Atlanta. If coming from east of Atlanta, try the Avondale Station, and if that is full, follow College Avenue into Atlanta checking the lots along the way. The students will enjoy the experience of the rapid rail system, which is fairly inexpensive, and you don't have to worry about parking downtown.

If you decide to bring a bus, or if you decide to park near the Capitol, the following information applies. Buses may park on the right curb side of Washington Street directly in front of the Capitol free of charge (despite the "No Parking" signs). Automobiles may park at the Underground Atlanta parking lot directly adjacent to the Capitol for $1.50 all day (as of 1980). If the Legislature is not in session, visitors may park in the state parking lot directly east from the Capitol on Capitol Avenue for 25 cents for the first half-hour, and 25 cents for each following hour. Visitors may also park at the parking lot behind the State Archives at any time for $1.00 all day. There is very limited meter parking near the Capitol.

**B. Procedure Inside the Capitol.** For the protection of state officials and the security of state records and property, security booths are located at each entrance to the Capitol.

All visitors entering the Capitol are counted and given identification tags. Briefcases, purses, and other items are searched when individuals enter the Capitol. Where a school class is on a field trip, individual students will not be searched, but the teacher must be present to identify the group and note how many adults and students are with the group.

Beyond the security booth at the western entrance to the Capitol is the Visitor Information Booth. During the legislative session, groups will enter the Capitol through the northern entrance, but after the session they can enter through any entrance. Once inside, the teacher should proceed to the Information Booth to notify the tour guides of your arrival.

When the General Assembly is in session (January-March), your tour will consist of a thirty minute lecture and tour on the main floor (which is actually the second floor). After this tour, go to the third floor and request that a page go into the House or Senate chamber to notify your legislator of your arrival, should you desire your class to meet with them. If an important debate or vote is not before the House or Senate, your legislator will probably speak with students, and perhaps have a legislative photographer take a picture of the class with the legislator.

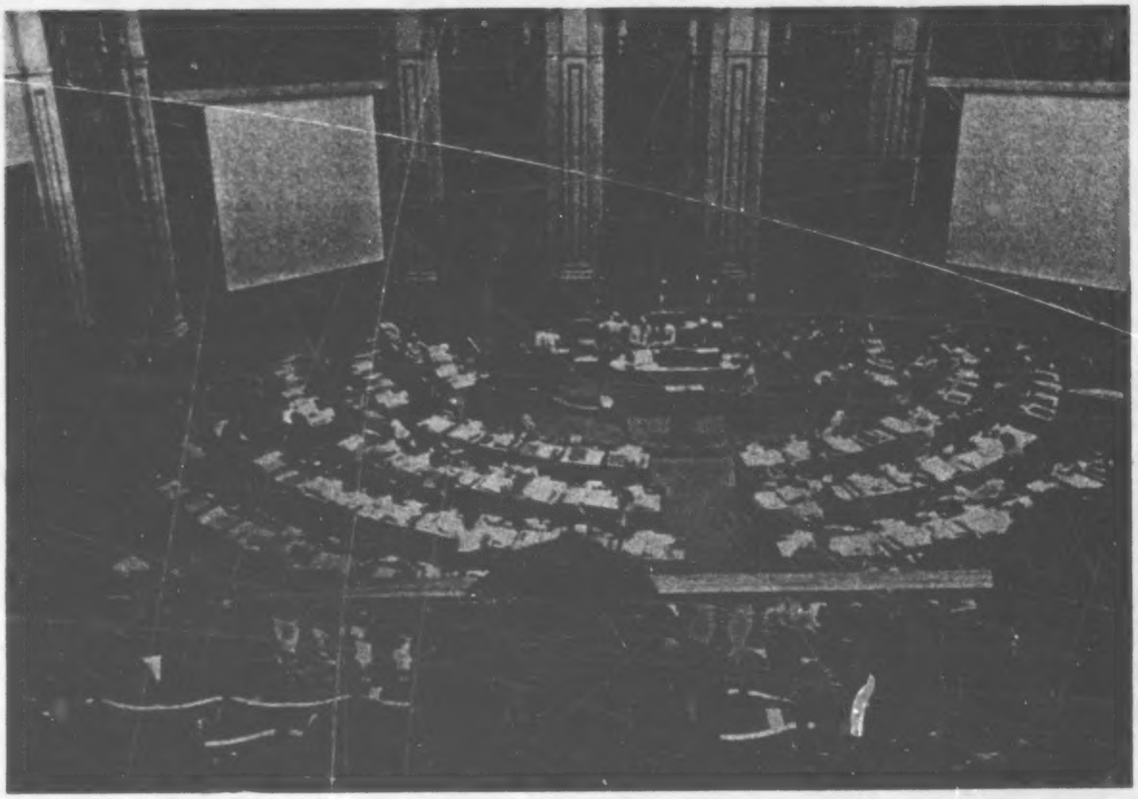
Classes are on their own to visit the State Museum on the 4th Floor. It is up to the teacher to decide whether or not to visit the galleries to observe the Legislature.

To visit the galleries during a session, the teacher should approach the House or Senate staff on duty outside the doors to the galleries and notify them of the number of students in the groups. Sometimes, a wait of 10-15 minutes may be necessary. Once in, most groups may stay about 15 minutes observing the lawmakers in action below.

While in the galleries, visitors are not allowed to use flash attachments or flashcubes to take pictures of the Legislature below. This is very distracting, and is prohibited. However, if students have cameras which will function with available light (see following section, "Cameras and Film") they may photograph the House or Senate chambers.

Students should be reminded that important state business affecting the lives of millions of Georgians is being conducted in each chamber. All visitors to the galleries must remain seated and quiet, and may not applaud. If students are informed about legislative procedures, their visit to the galleries will be an invaluable learning experience. If they are not prepared for what they see, however, they may come out confused and disappointed, particularly if they happen to be in the galleries during the morning session when non-controversial routine business is taking place.

If the General Assembly is not in session during your visit, the tour guide will take you into the galleries and explain the legislative procedure to



House Chambers As Seen From the Galleries

Capitol Interior Showing Portions of State Museum the class. It is suggested that you visit and tour the Capitol when the General Assembly is not in session and return during a session to observe the lawmakers in action.

C. **Eating Facilities.** You have several options at lunchtime. If your class brings snack lunches, you may eat on the upper level of Plaza Park, directly across from the western entrance to the Capitol. Students are asked not to eat on the tables on the lower level if they are bringing their lunches, unless there are plenty of tables. Also located in Plaza Park is the Garden Room, a state-operated eating facility featuring a short order restaurant, with lunches, sandwiches, hamburgers, ice cream, etc., and an excellent salad bar. Indoor or outdoor tables are available to eat on.

On the 6th floor of the State Health Building on Trinity Avenue, directly across the street from the south entrance, are two state cafeterias. Additionally, there are private eating establishments in Underground Atlanta, located one block from the Capitol.

On the first floor of the Capitol is a small snack bar, serving cold drinks, candy, and sandwiches. This is generally too small for a class to use, as there are only two tables in the snack bar.

No eating is allowed within the Capitol or on the grounds by visitors (with the exception of the snack bar).

D. **Rest Rooms.** The principal public rest rooms in the Capitol are located on the 3rd floor, on either side of Room 341. Additionally, smaller facilities are located on the 1st floor.

E. **Cameras and Film.** In advising students what type of camera and film to bring, several considerations should be reviewed. First, anticipating that students will want to take a picture of the House or Senate in action, it should be reminded that flash pictures are not allowed from the galleries. Thus, any pictures from the gallery will have to be taken with a camera and film using available light. This means that a "fast" film should be recommended. How "fast" a film will be necessary will depend on the camera being used. With the small pocket size cameras so popular today, a very "fast" film will be needed. With the larger adjustable cameras (such as 35 mm single lens reflex cameras), the film may not have to be as "fast."

A film's "ASA" rating determines whether that film is considered "fast" or "slow"–that is, whether it takes a short time or a long time for an image to register on the film you are using. With a "fast" film, you can shoot under available light in many situations. With a "slow" film, you almost always need a flash indoors.

As a general recommendation for students, a film with an ASA rating of 400–which is very "fast"–is recommended. If you have a single-lens reflex with a 2.8 lens, you can shoot with a film with an ASA rating of 200 at 1/30 of a second from the gallery. Films such as Kodachrome 25 (which has an ASA rating of 25) could not be used in the chamber without a flash.

Students should also decide whether they want prints, or whether they want to take slides to possibly use in making a slide presentation on the legislature. Either film can be used in a camera.

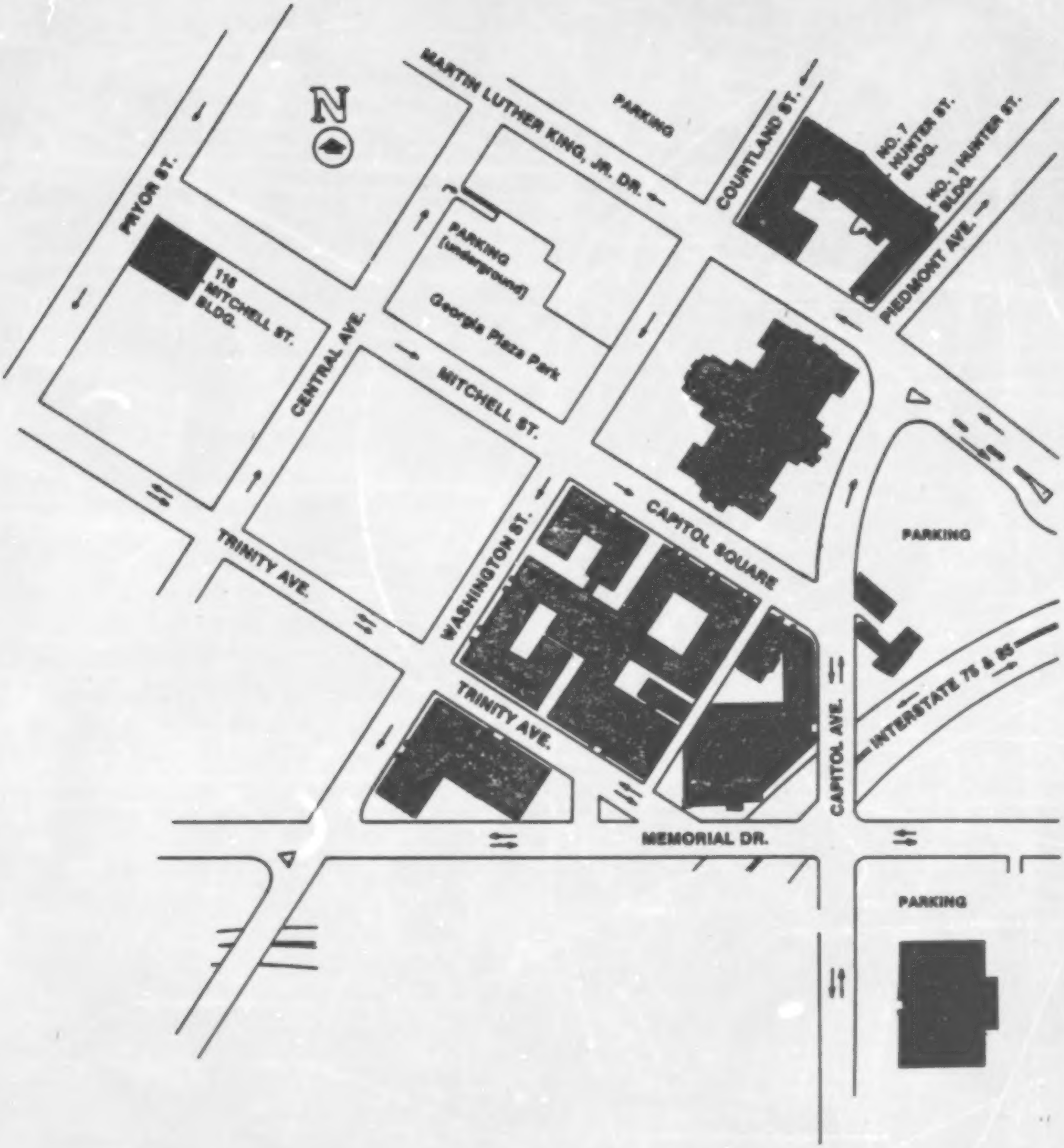
If students are unable to obtain a camera and/or film that will allow them to take pictures within the chamber, advise them there are still many other excellent subjects and things to photograph at the Capitol. Anything outside the chamber can be photographed with a flash. Advise students, however, that when using flash cubes or electronic flashes when photographing museum items in their glass cases, avoid shooting directly at the object (since the flash will bounce off the glass case back into the camera). Rather, they should shoot at an angle into the glass case.

Further remind students that flash cubes generally have an effective range of only about 25 feet, unless there is outside light to brighten up the background.

Don't forget to allow students a chance to photograph the many items (e.g., replica Liberty Bell, Statue of Liberty, etc.) on the grounds of the Capitol. The best lighting for pictures taken outside the western entrance to the Capitol, incidentally, occurs in the afternoon–particularly on sunny days.

BEST COPY AVAILABLE

# STATE GOVERNMENT COMPLEX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PRYOR ST.
MARTIN LUTHER KING, JR. DR.
PARKING
COURTLAND ST.
NO. 7 HUNTER ST. BLDG.
NO. 1 HUNTER ST. BLDG.
PIEDMONT AVE.
116 MITCHELL ST. BLDG.
PARKING (underground)
Georgia Plaza Park
CENTRAL AVE.
MITCHELL ST.
CAPITOL SQUARE
WASHINGTON ST.
TRINITY AVE.
TRINITY AVE.
PARKING
INTERSTATE 75 & 85
CAPITOL AVE.
MEMORIAL DR.
PARKING

## STATE CAPITOL TOURS

(Please check if interested)

____ I am interested in scheduling a class visit to the Georgia Capitol during the month of ____________. Please have a tour guide call me and schedule a specific date and time.

____ I am interested in the following topics for our tour: (check one or two):

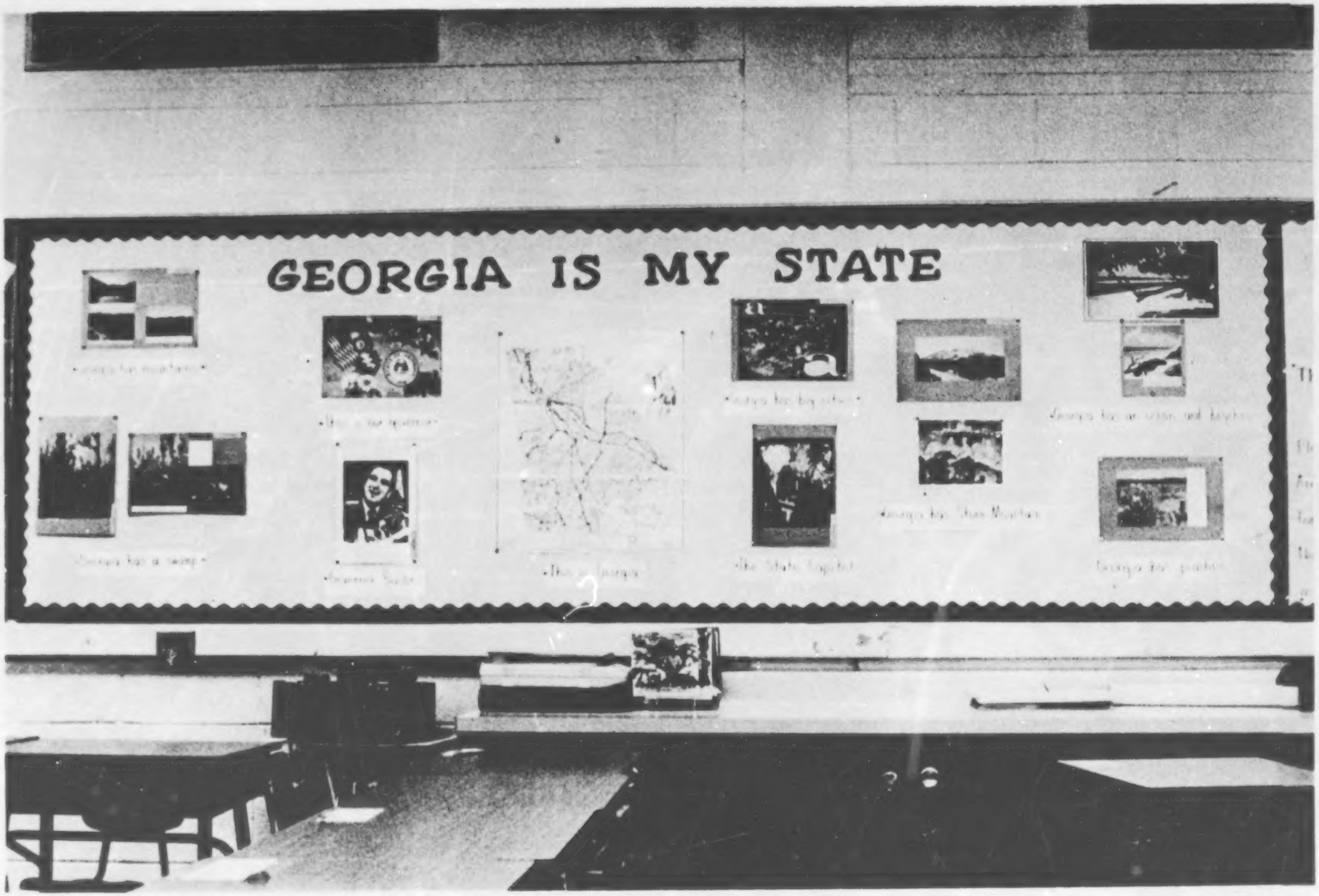
____ Georgia Government
____ Georgia Gold, the Capitol Dome Regilding, and the Gold Wagon Train
____ Georgia History
____ Capitol Architecture
____ Georgia Indians
____ Famous Georgians
____ Georgia Black History
____ Georgia Folklore
____ Civil War
____ Other (specify) ______________________________
______________________________

Name: ______________________________
Address: ______________________________
______________________________
______________________________

Phone: (school) ______________ (home) ______________
Best Time to Call: (school) __________ (home) ______________
Grade Level of Class: __________ Number of Students: __________
Name of State Representative and Senator (if known): __________
______________________________
______________________________

*Return this form to:*

Tour Guide Program
Georgia Building Authority
P.O. Box 38366
Atlanta, Georgia 30334


GEORGIA IS MY STATE
Georgia has mountains
This is our governor
Georgia has a swamp
Governor Busbee
This is Georgia
Georgia has big cities
The State Capitol
Georgia has Stone Mountain
Georgia has an ocean and beaches
Georgia has peaches

## I.C.E. STUDY PRINTS

1. United States Flag.
2. Statue of Liberty.
3. President Ronald Reagan. Formerly Governor of California from 1967 to 1975, Reagan, a Republican, was elected President in 1980, and assumed office in January 1981 as America's 40th President.
4. Former President Jimmy Carter. Formerly Governor of Georgia from 1971-74, Jimmy Carter was elected as President of the United States in 1976, and assumed office in January 1977. Carter, a Democrat, was the 39th President of the United States.
5. The White House. Located in Washington, D.C., the White House serves as the office and home of the President of the United States.
6. Capitol of the United States of America. Located here are the chambers where the House of Representatives and Senate meet, as well as other offices and historical exhibits.
7. Supreme Court of the United States. Here, the 9 Justices who comprise the highest court in the United States meet and hear appeals from lower federal courts, and one occasion from the state supreme courts, as well as suits between states.
8. Columns above main entrance to the Georgia State Capitol. Behind these columns is located the chambers of the House of Representatives.
9. Gold dome of the Georgia State Capitol. First gilded with Georgia gold in 1959, the dome is scheduled for regilding with a new coating of gold leaf made from 43 ounces of Georgia gold brought from Dahlonega to the State Capitol by wagon train in 1979.
10. Georgia Governor George Busbee holding a press conference to discuss major issues facing the state.
11. Governor Busbee signing legislation into law. The governor may either sign a bill passed by both houses of the General Assembly into law, or he may veto the bill, thus preventing it from becoming a law. If the Governor neither signs nor vetoes a bill, it becomes a law without his signature.
12. The Governor's Mansion, home of Georgia's Governor. Unlike the White House, which is both home and office to the President of the United States, the Governor's Mansion serves only as the Governor's residence, with office facilities provided for the Governor at the State Capitol.
13. Chambers of the House of Representatives as seen from the gallery in the Georgia State Capitol. With 180 members, the Georgia House is the larger house of the Georgia General Assembly.
14. Georgia lawmakers seen at their desks on the floor of their chamber. Except for legislative leaders, Georgia legislators do not have private offices, and much of their work is done at their desks on the floor of the House or Senate.
15. Georgia Educational Television covering session of the Georgia Senate for the series, "The Lawmakers," shown nightly on public television during sessions of the General Assembly.
16. Lobbies of the Georgia State Capitol, with lobbyists in background discussing bills before the General Assembly with legislators.
17. Courtroom of a Georgia superior court, the basic trial court in Georgia for trying cases involving state law. It is the superior court which tries major criminal and civil cases in Georgia.
18. Georgia's interstate highway system, an example of federalism in action, where the federal government has provided major funding to states, who match these funds in part, to provide uniform services in certain vital areas.

19. A closed county landfill, which state environmental and sanitation laws and regulations have required to be closed. This is one example of how the state regulates city and county governmental operations.

20. A firetower of the State Forestry Commission, used to watch for forest fires. One example of state services to Georgia's people.

21. State Prison at Reidsville, site of the prison facility for the most dangerous criminals in Georgia.

22. Georgia fisherman on one of the state's many inland rivers and streams. Hunting and fishing regulations are under the jurisdiction of the Georgia Department of Natural Resources.

23. Gasoline station, shown as an example of the many federal, state, and local regulations affecting our lives and businesses. In this case, for example, this one photo shows a facility that is regulated by such federal agencies as the Department of Energy (price of gasoline taxes); by such state agencies as the Department of Revenue (state gasoline taxes), State Fire Marshall (rules about cigarettes around gas pumps, putting gasoline in non-metal containers), State Board of Worker's Compensation (employer's contributions to worker's compensation), State Department of Public Safety (motor vehicle inspection), and others; and by local agencies concerned with business license taxes, zoning ordinances, etc.

24. Sign suggesting city and county government, in this case signs indicating the boundaries of Columbus and Muscogee County, Georgia's only example of a consolidated city and county government.

25. City Hall, location of city government for one of Georgia's more than 500 municipalities (the official name for a city).

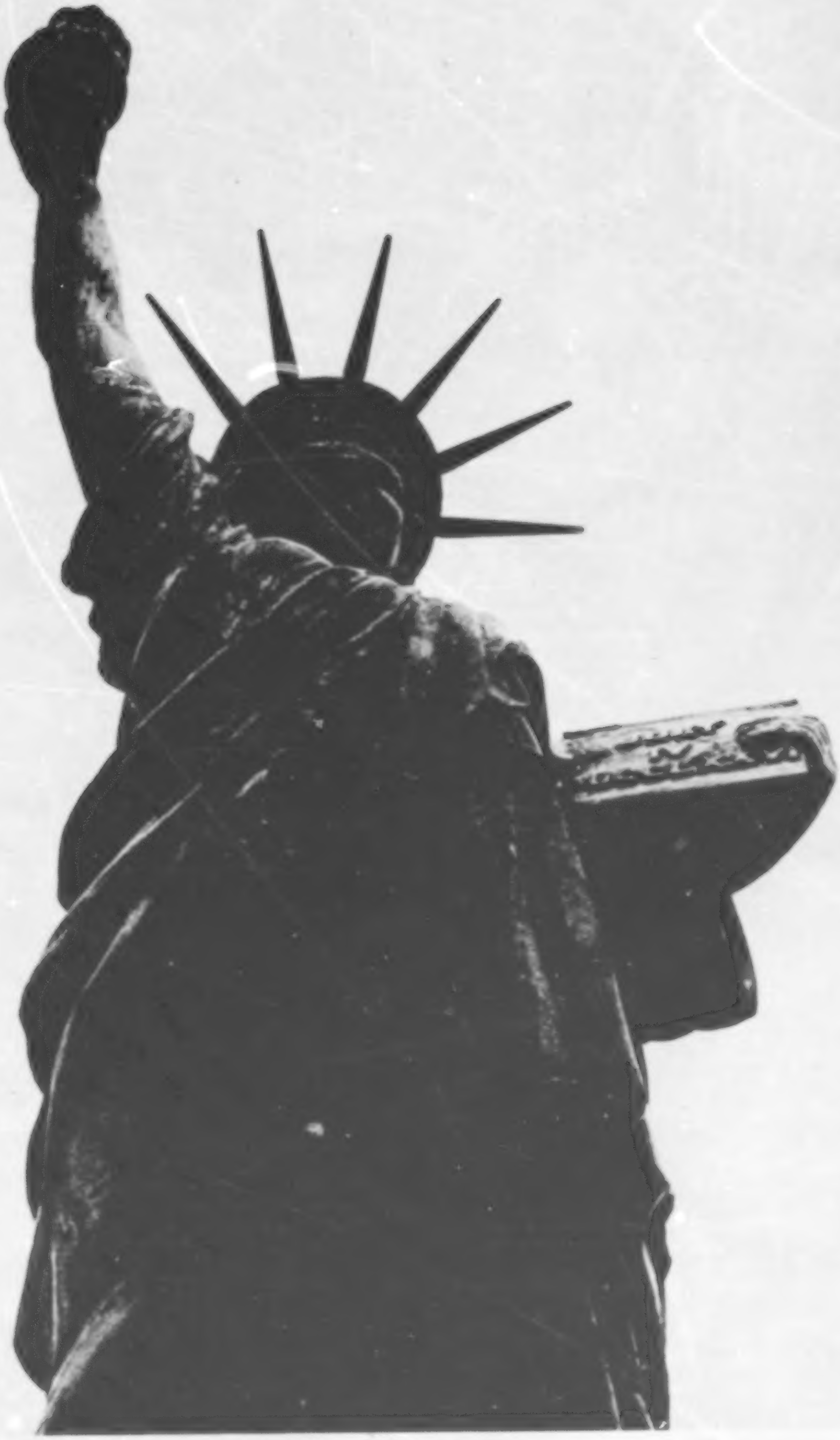
26. City police officer. Law enforcement is an important function of many of Georgia's cities.

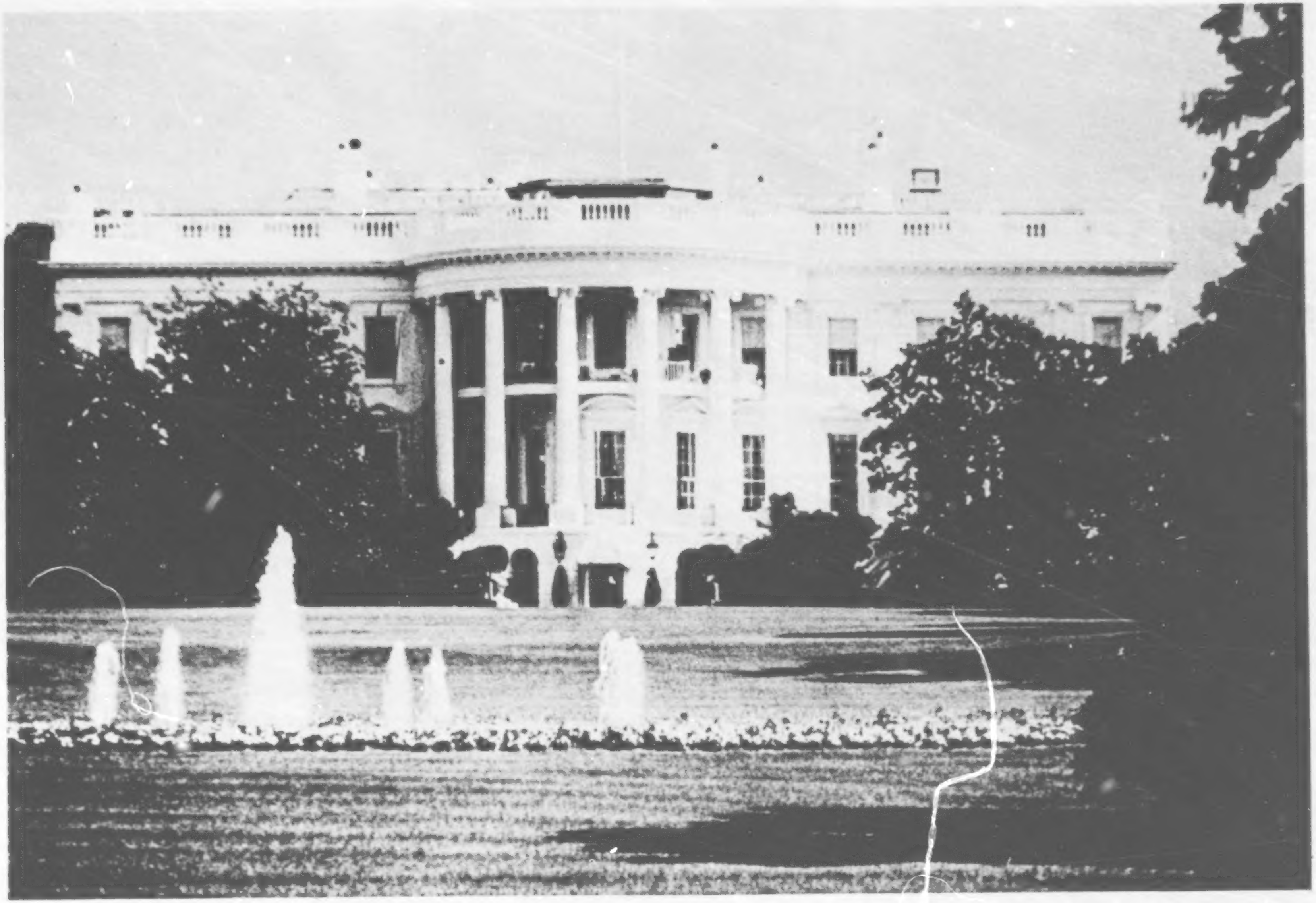
27. MARTA bus in Atlanta. Although only the larger cities in Georgia provide city bus service, this is an important service provided by local government to city residents.

28. Railroad tracks through the center of a rural Georgia town. Many Georgia cities were built up around access points to rail transportation to carry Georgia farm products to distant distribution points.

29. Example of vandalism in Georgia.

30. Example of vandalism to city park benches in Georgia.





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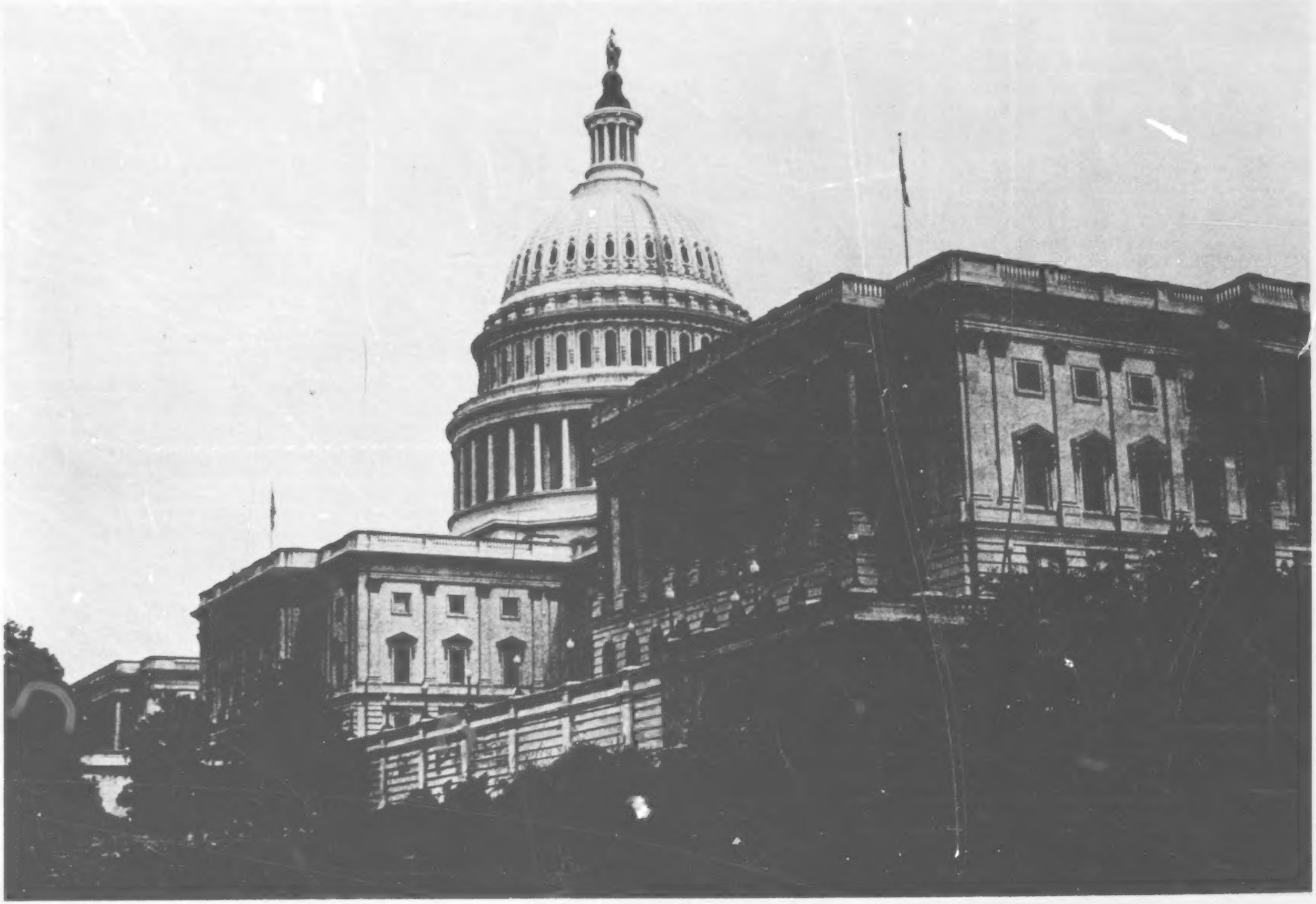

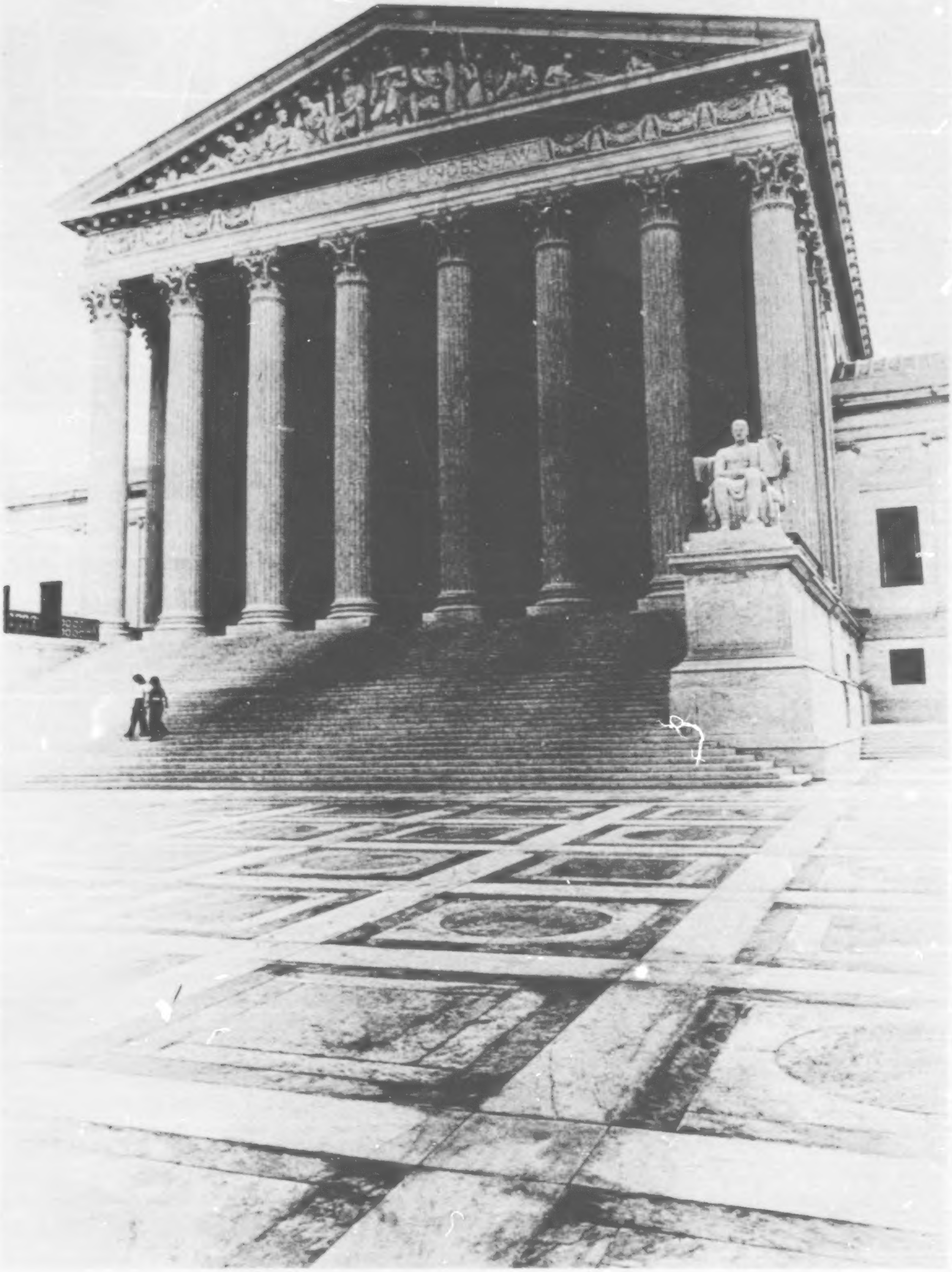

EQUAL JUSTICE UNDER LAW

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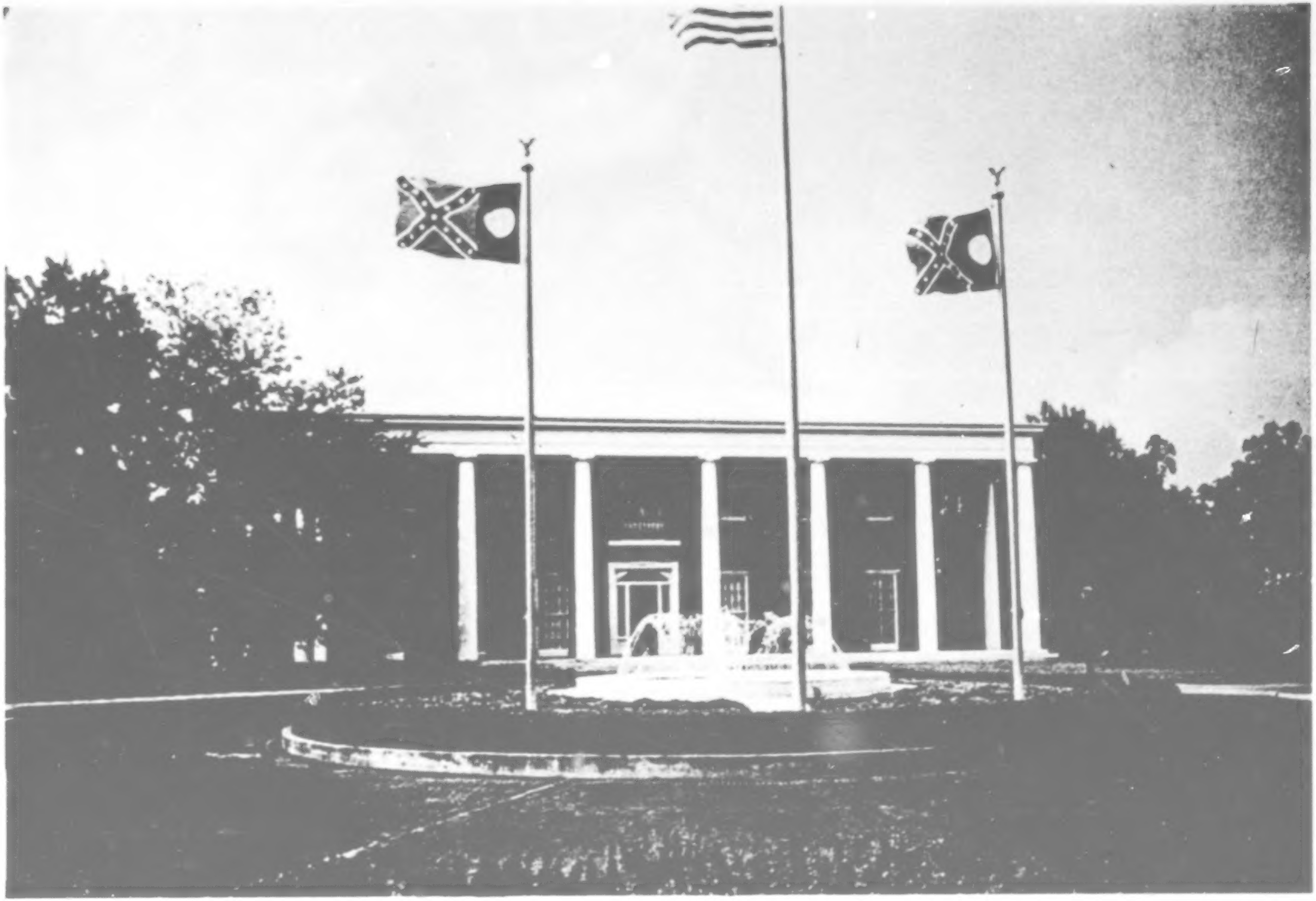
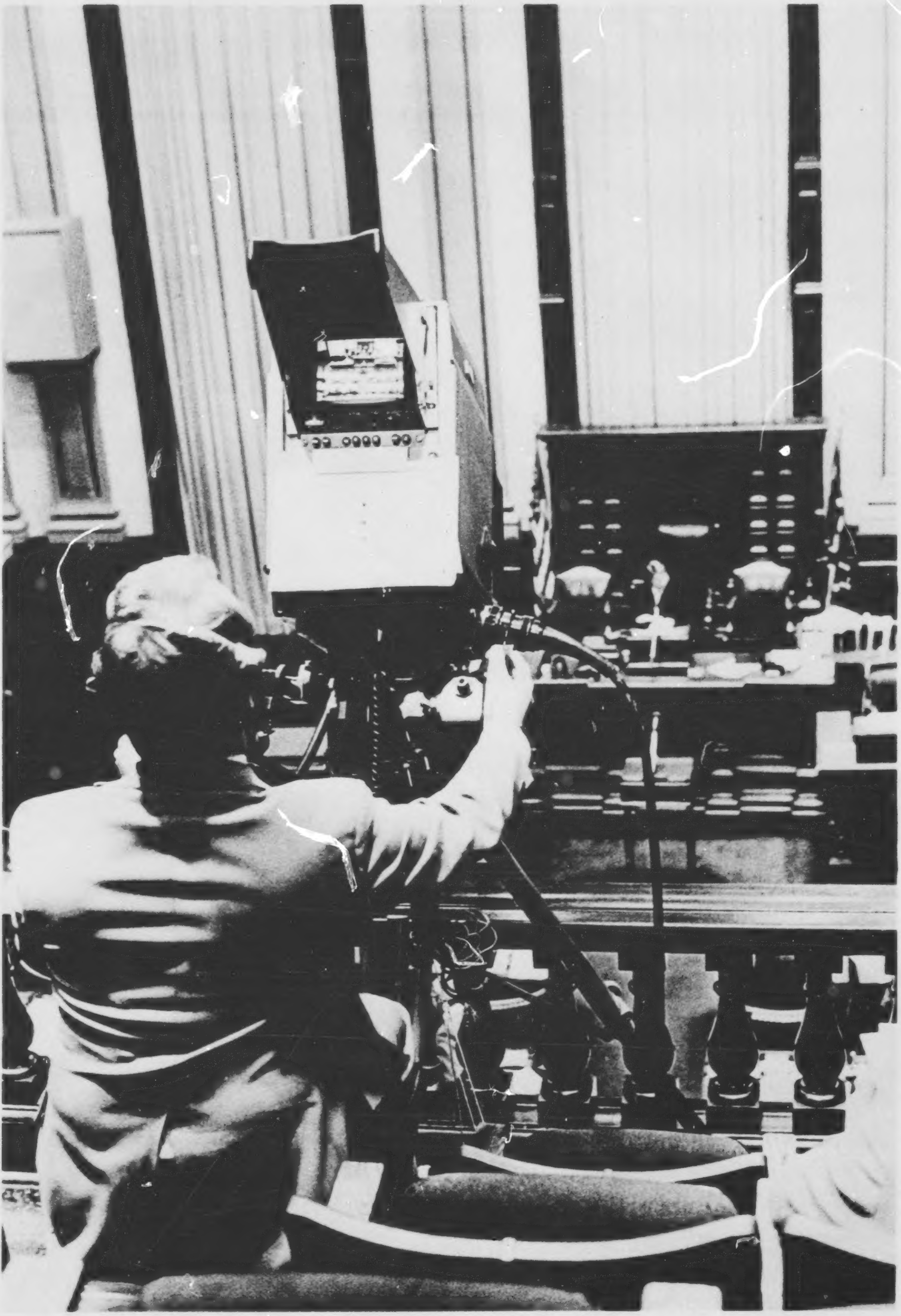
5
WGST
STATE OF GEORGIA
CONSTITUTION
WISDOM
JUSTICE
MODERATION





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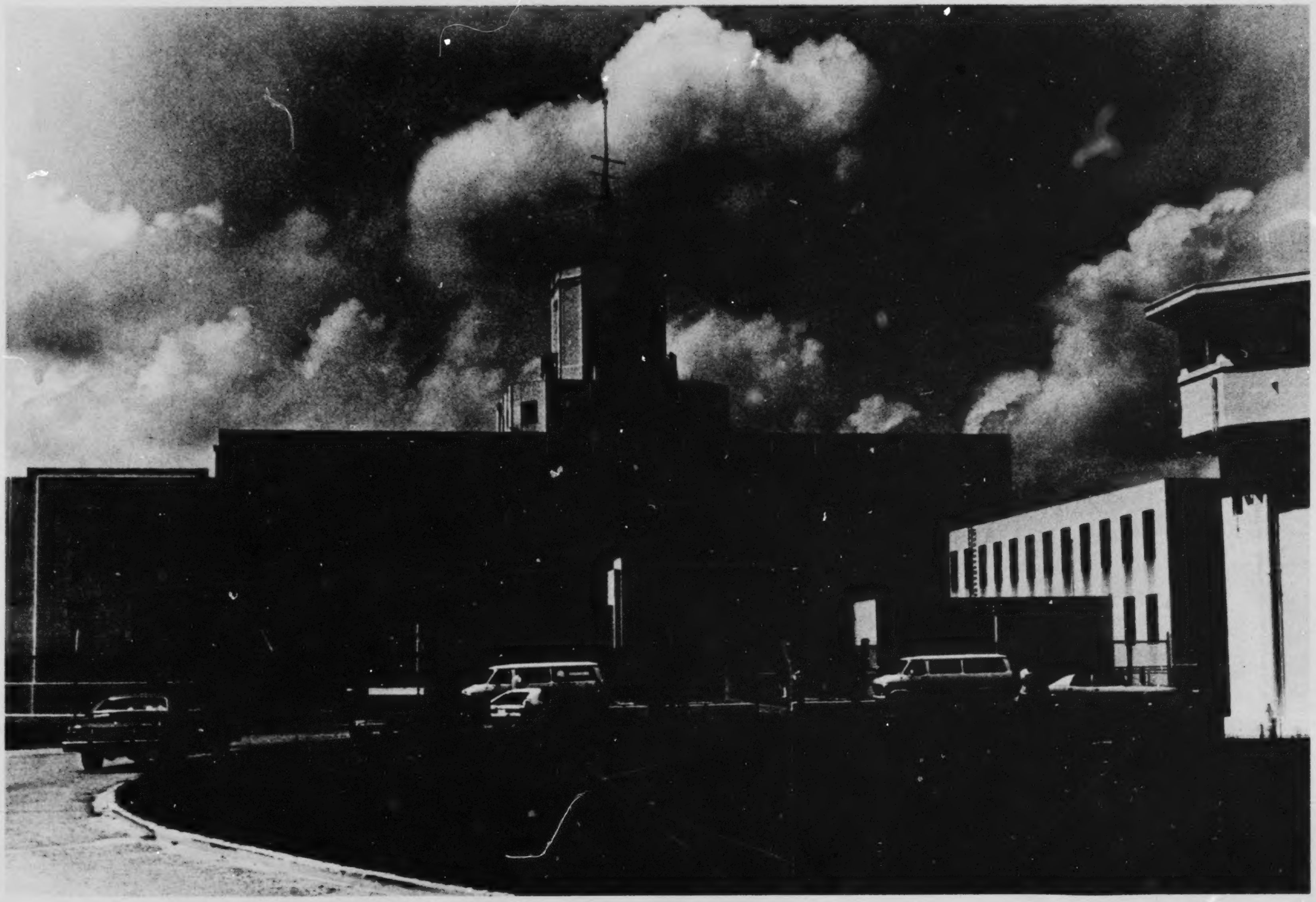
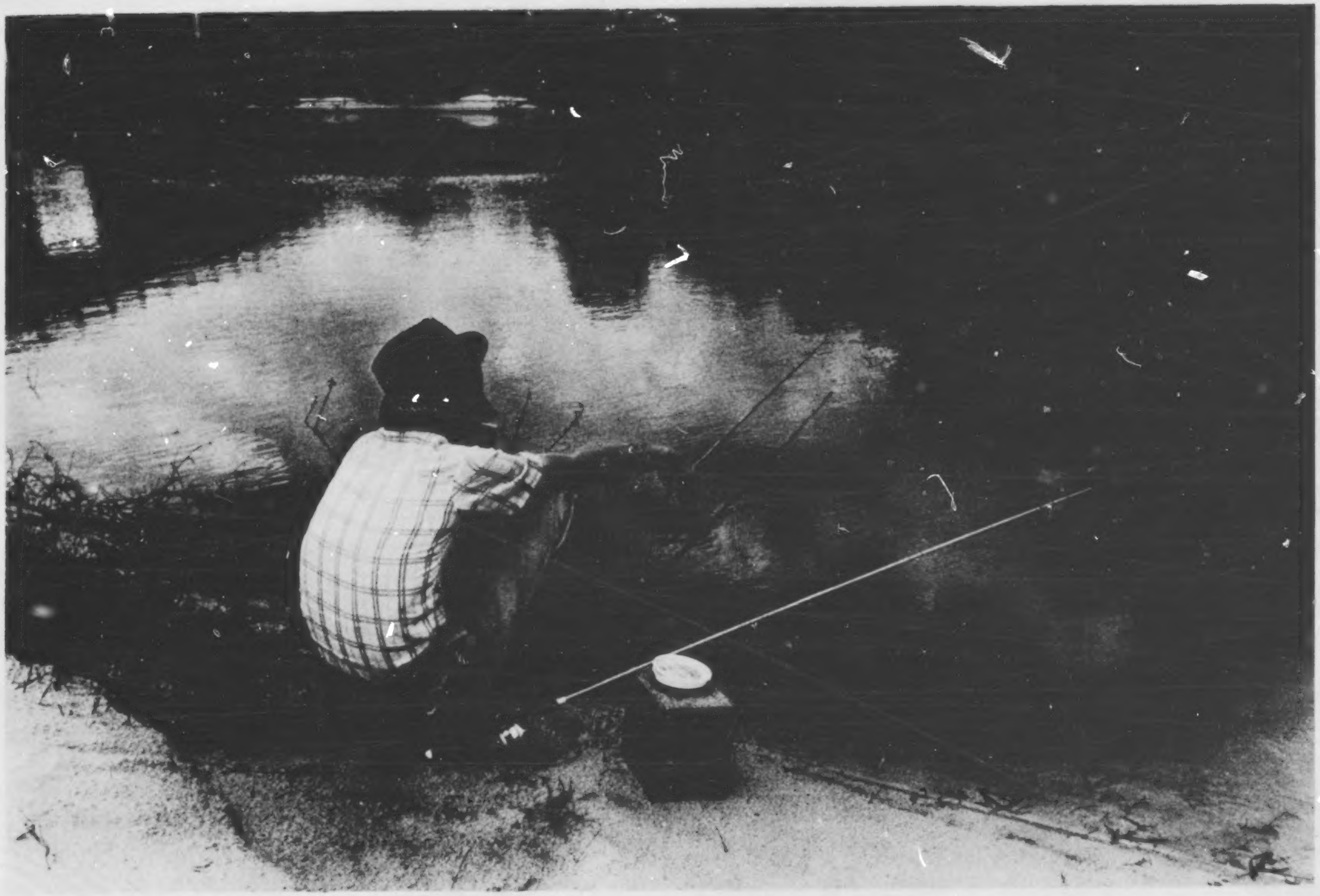
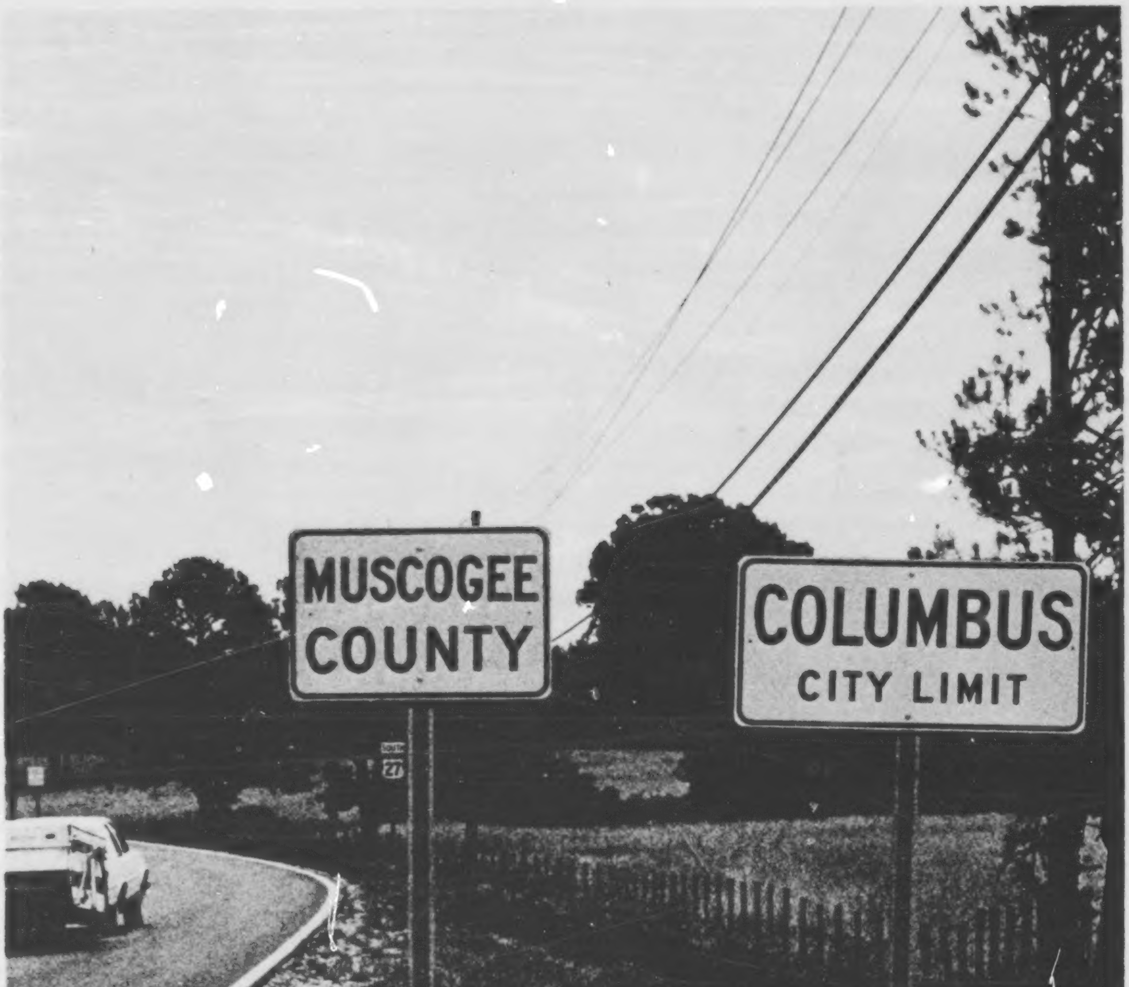
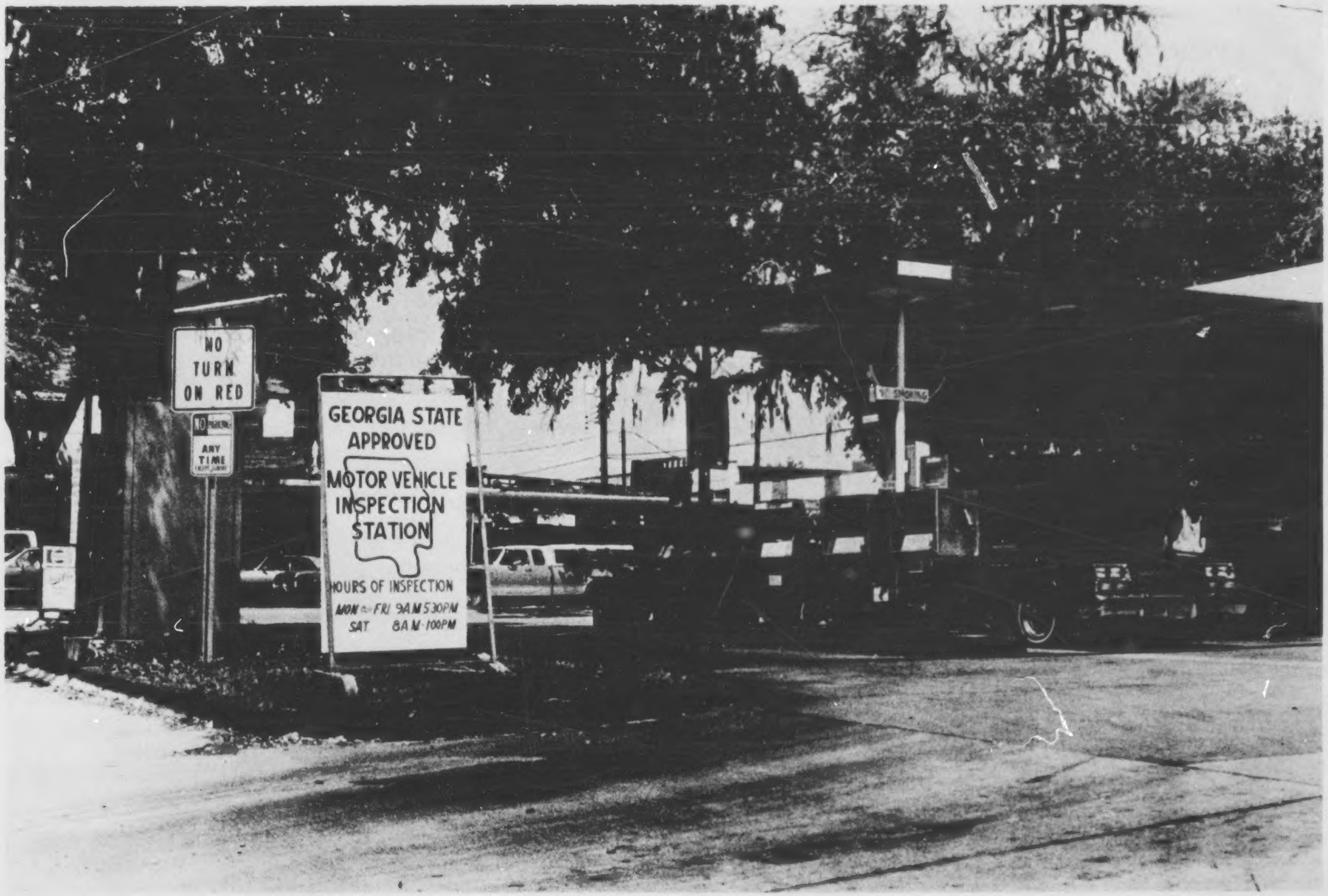
CLOSED TO COMPLY
WITH STATE LAW
PLEASE






MUSCOGEE
COUNTY
COLUMBUS
CITY LIMIT
27


NO TURN ON RED
NO PARKING ANY TIME
GEORGIA STATE APPROVED
MOTOR VEHICLE INSPECTION STATION
HOURS OF INSPECTION
MON – FRI 9AM-530PM
SAT 8AM-100PM
NO SMOKING

CITY HALL

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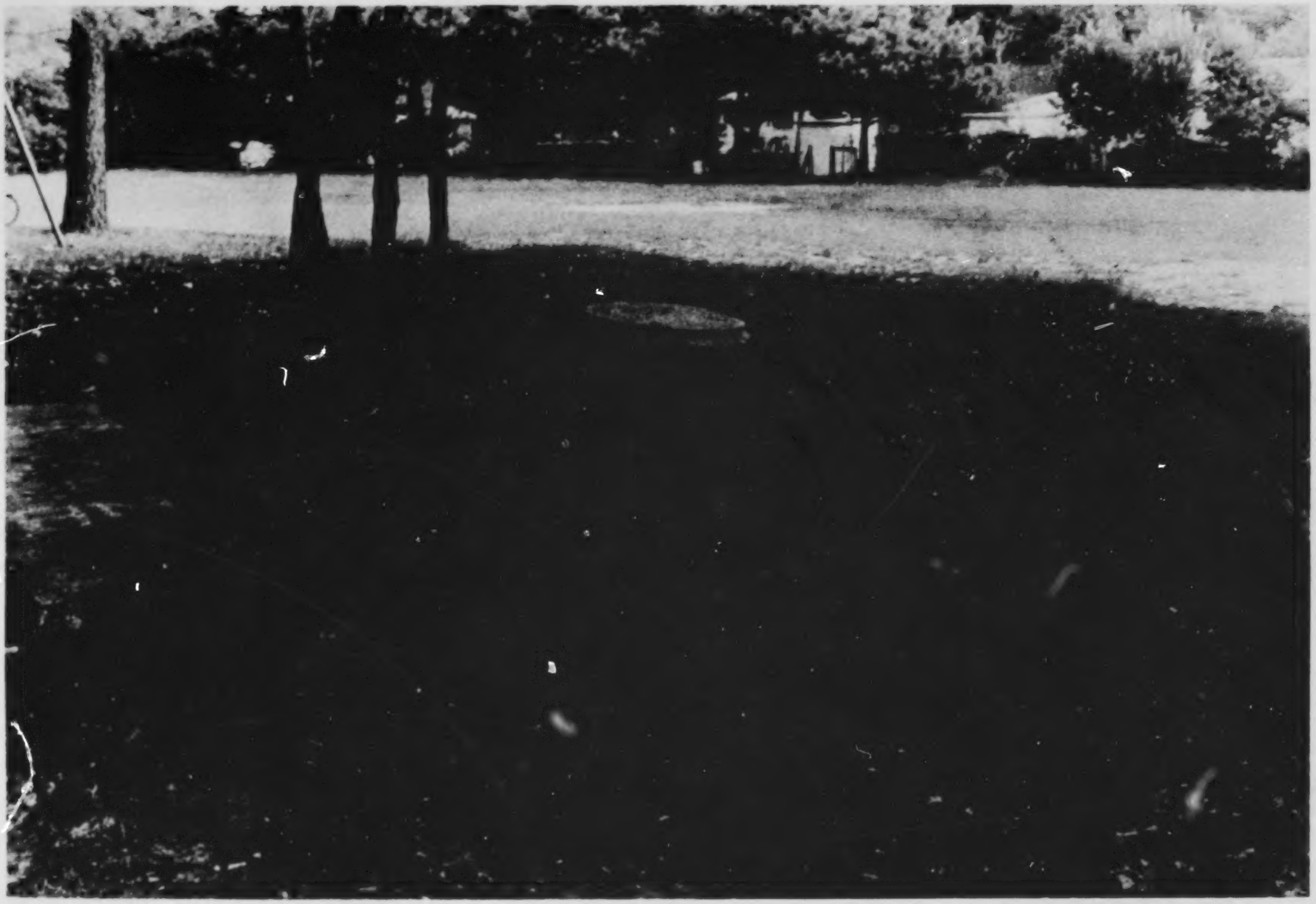

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**LESSON TOPIC:** The Language of Citizenship: Basic Terms and Their Derivations

**GRADE LEVEL:** Secondary

**CONCEPTS:** Language, definitions, word origin

**TERMS:** See Handout

**OBJECTIVES:** Students will be able to:

1. Trace the origin of some of the basic terms used in our political system.
2. Identify how these words and their original definitions have been adapted to modern political life.
3. Apply these words in their modern usage.

**MATERIALS:** Handout, "The Language of Citizenship".

**PROCEDURES:**

1. Hand out the accompanying student worksheet, which contains a list of approximately two dozen important words or terms which pertain to our political system. Have students use a dictionary or other appropriate resource to determine the origin of the word and its original definition.
2. Have students determine whether each word's original definition applies today or whether we have adapted the meaning to an alternative or different context.
3. Have students supply a brief definition of each word as used in a modern context and use the word in a sentence to reflect this modern usage.

## THE LANGUAGE OF CITIZENSHIP

Instructions: Using a dictionary or other appropriate resource, determine the origin of each word below, indicating the language or nationality of the original word and its original definition. In some instances, you may have to look for the root word to find the word's origin. For instance, to find the origin of the word "government," you may have to look at the word "govern."

1. Administration ________
2. Bureaucracy ________
3. Capital ________
4. Capitol ________
5. Citizen ________
6. Congress ________
7. Constitution ________
8. Democracy ________
9. Executive ________
10. Federalism ________
11. Government ________
12. Judiciary ________
13. Legislature ________
14. Nation ________
15. Politics ________
16. President ________
17. Represent ________
18. Republic ________
19. Senate ________
20. Sovereignty ________
21. Subpoena ________
22. Veto ________
23. Vote ________

*KEY*

## THE LANGUAGE OF CITIZENSHIP

Instructions: Using a dictionary or other appropriate resource, determine the origin of each word below, indicating the language or nationality of the original word and its original definition. In some instances, you may have to look for the root word to find the word's origin. For instance, to find the origin of the word "government," you may have to look at the word "govern."

1. Administration Latin (*administere*, from *ad* and *ministrare*, to serve)--to serve, manage, or attend.
2. Bureaucracy French (*bureau*)--office, desk, or cloth covering of a desk.
3. Capital Latin (*caput*)--head.
4. Capitol Latin (*Capitolium*)--temple of Jupiter at Rome.
5. Citizen Old French (*cite*)--city, from Latin (*civis, civitas*)--citizen.
6. Congress Latin (*congressus,* from *congredi*)--to come together.
7. Constitution Latin (*constitutus*, from *com* and *-stituere*)--to constitute or set in place.
8. Democracy Greek (*demokratia*, from *demo*, people and *kratos*, strength or power)--rule by the people. (Look under "demo-" and "-cracy.")
9. Executive Latin (*executor, exsecutor*, from *ex* and *sequi*, to follow)--to put into effect.
10. Federalism Latin (*foeder-, foedus*)--a league or compact.
11. Government Latin (*gubernare*)--to steer, pilot, or govern.
12. Judiciary Latin (*judicium*, from *judex*, judge, from *jus*, right or law, and *dicere,* to declare)--judgment.
13. Legislature Latin (*legis lator*, from *lex*, *legis*, law, and *latus*, to propose)--proposer of law.
14. Nation Latin (*natio*, from *natus*, to be born)--birth, race, or people.
15. Politics Greek (*politikos*, from *polites*, citizen)--political affairs.
16. President Latin (*praesident, praesidens,* from *praesidere,* to preside, from *prae* and *sedere*, to sit)--ruler or presider.
17. Represent Latin (*repraesentare*, from *res*, thing or matter, and *praesens,* to be before one)--to present a matter before someone.
18. Republic Latin (*res publica*)--public affairs.
19. Senate Latin (*senatus,* from *senex,* old man)--council of elders.
20. Sovereignty Middle French (*sovrain*)--sovereign, from Latin (*superanus*)--over or above.
21. Subpoena Latin (*sub poena*)--under penalty.
22. Veto Latin (*veto*)--I forbid.
23. Vote Latin (*votum*)--vow.

SOURCE: *Webster's Third New International Dictionary.*

**LESSON TOPIC:** Federalism and State Government

**GRADE LEVEL:** Secondary

**CONCEPTS:** Federalism, grant-in-aid

**TERMS:** Federal government, state, rules and regulations, Tenth Amendment, "necessary and proper" clause, reserved powers, exclusive powers, concurrent powers, sovereignty

**OBJECTIVES:** Students will be able to:

1. Identify reasons why a federal system of government was adopted in America.
2. Explain the impact of the Supreme Court, the Civil War, and the federal grant-in-aid programs on the roles of federal and state government.
3. Identify examples of exclusive powers given to the federal government, powers reserved to the states, and concurrent powers shared by both.
4. Identify factors which have strained federalism from the state's point of view.

**MATERIALS:** Copy of the U.S. Constitution. Handouts: "Federalism," "The Federal System is Out of Balance," and "Time for New Federalism" (with answer sheet).

**PROCEDURE:**

1. Discuss with students: (1) the transformation of American colonies into states in 1776; (2) attempts—and difficulties—to create a central government during the Revolution; (3) attempts to form a central government under the Articles of Confederation after the Revolution; and (4) the establishment of a federal system of government in 1787.
2. To understand the constitutional framework of federalism, have students turn to the following provisions and summarize their context:

   Article I, Sec. 8—Exclusive powers of the national government—in particular, paragraph 18, the "necessary and proper" clause.

   Article I, Sec. 9—Prohibitions on the national government.

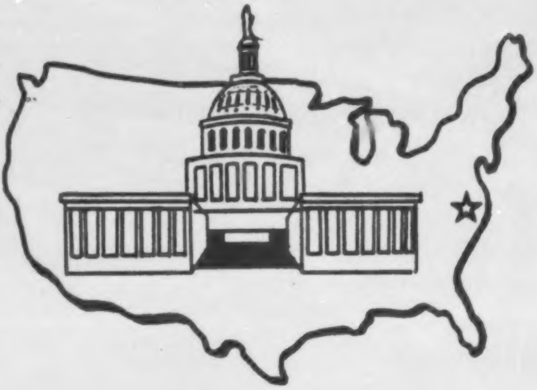
   Article I, Sec. 10—Prohibitions on state governments.

   Article I, Sec. 2—"Supremacy" clause.

   Amendment X—"Reserved powers" clause.

3. Give students the handout, "Federalism," and discuss examples of powers which belong exclusively to the federal government, powers which are reserved to the states, and powers which are shared.
4. Give students the handout, "Time for New Federalism," and have students answer the discussion questions. Then, with the answer key, review answers for each of the questions.
5. Give students the handout, "The Federal System is Out of Balance," explaining that this represents the view of many state governors today. Ask students what they think the response of the federal government (in particular, Congress and the President) would be to Busbee's remarks.

# Federalism

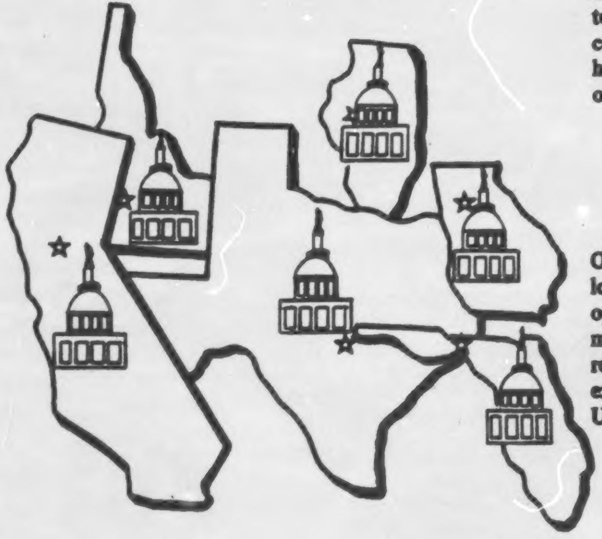


### FEDERAL POWERS

Declare war; protect national defense; conduct foreign relations; issue money; set naturalization and immigration policies; set up post offices; regulate interstate commerce.

### SHARED POWERS

Tax citizens; borrow money; pass civil and criminal laws; set up courts; build and maintain highways and parks; protect natural resources; promote energy conservation; promote and protect the health, safety, education, and welfare of citizens.



### STATE POWERS

Organize its own government; establish local governments; conduct elections; operate public school system; determine marriage, divorce, and other family law; regulate business and trade within state; exercise powers "reserved" to states by U. S. Constitution.

**Neal R. Peirce**

# Time For New Federalism?

WASHINGTON — The political constellations have moved into their most auspicious position in decades for a thorough-going reform of the American federal system — including a slimming down of the federal establishment and long-overdue sorting out of functions between Washington, the states and local governments.

Ronald Reagan's overwhelming presidential victory sets the stage. So does Republican control, for the first time in over a quarter century, of the U.S. Senate. Finally, the nation's governors have been preparing a full reform agenda.

Compared to Democratic presidents, with their close ties to every service bureaucracy from poverty workers to teachers, Reagan has substantial room to maneuver on the reform front. And Reagan can claim a mandate for change, because he campaigned on this very issue. "The federal government," he said, "has taken on functions it was never intended to perform, and which it does not perform well. There should be a planned, orderly transfer of such functions to states and localities, and a transfer with them of the sources of taxation to pay for them."

The Republican takeover of the Senate, together with weakened Democratic control of the House, is a vital part of the equation for potential change. It means a crack, if not a shattering, of the so-called "Iron Triangle" between Democratic chairmen of congressional committees which conceive multitudinous programs, the bureaucracies which carry them out, and the special-interest groups that benefit from them.

A symbolic defeat was that of House Democratic Whip John Brademas, D-Ind., author and unrelenting advocate of human services legislation which told the states in rather dictatorial terms how they must organize their agencies to be eligible for federal funding.

It is just such nit-picking direction from Washington that has propelled the nation's governors — Republicans and Democrats alike — into a stance of near-revolt against their federal partner. The governors, meeting in Denver in August, bristled with indignation over the hundreds of federal programs with tight rules and regulations they alleged put them in a virtual straightjacket in terms of setting their own priorities and managing their own states well.

Separate federal-aid programs, the governors complain, have mushroomed to 500 in number, on every issue from dams to fire ant eradication, jellyfish control to pothole repair, with the annual cost up from $7 billion in 1960 to $88 billion currently.

Gov. George Busbee of Georgia asserted "the federal umbilical cord is beginning to strangle us." Said Democratic Gov. Bruce Babbitt of Arizona, a professed liberal on social issues: "The federal system is in complete disarray. Congress has lost all sense of restraint."

After muttering darkly of such extreme steps as a constitutional convention to clip Washington's wings, the governors in Denver settled for a resolution demanding a two-year national commission on federalism to recommend a program of sorting out responsibilities.

Reagan, who has spoken of returning such functions as welfare, education and environmental protection to the states, might seize on that idea. But study commissions are often weak tea, and there is an unpropitious precedent: the so-called Kestnbaum Commission, created for just such a purpose by President Eisenhower in the 1950s. It labored mightily to produce a mouse in the form of minor recommendations that Congress ignored.

The time seems ripe, instead, for some hard bargaining between the major federal partners — the president and his chief aides, congressional leaders, and spokesmen for the governors, mayors and county officials — on the specifics of a reform agenda designed for early action. Such a high-level convocation, proposed in this column last year, might be chaired by former President Ford.

A host of prickly issues would require handling — for instance, how to return some major functions to the states "without," as one governor puts it, "abandoning our social goals and our appropriate determination to achieve social justice." Though Reagan says he favors transferring rather than abolishing whole areas of government services, there are many arch-conservatives in his own camp who would be happy to see states shrink or abolish the services once they were devolved. Minorities, poor people and hard-pressed cities might rightfully demand some safeguards.

And there's serious question about Reagan's proposal to devolve tax sources along with programs. Realism might suggest a two-phased approach — first sorting out functions, then a new revenue-sharing program with states and localities until permanent new tax arrangements were devised.

--*Atlanta Constitution*
Dec. 2, 1980

## DISCUSSION QUESTIONS

1. The article suggests that the 1980 elections may have a profound effect on American federalism. Specifically, what change does the writer of the article anticipate?

2. What is Reagan's view of federalism?

3. What is the view of many state governors on federalism and the relationship of federal and state governments today?

4. What is one fear that some people have over turning over to the states many of the social programs currently being performed by the federal government?

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## Answers to Discussion Questions for Article, "Time for New Federalism?"

1. **The article suggests that the 1980 elections may have a profound effect on American federalism. Specifically, what change does the writer of the article anticipate?**

   Peirce feels that Reagan's victory, the Republican takeover of the U.S. Senate, and the weakened control of the Democrats in the U.S. House—along with a new aggressiveness by state governors—will set the stage for a thorough reexamination and reform of the American federal system, including a redistribution of powers among federal, state, and local governments.

2. **What is Reagan's view of federalism?**

   Reagan feels that the federal government has taken on functions that were intended under the Constitution to be left to state and local governments, and in any event, the federal government has performed these functions poorly. Reagan feels it is now time for these functions—along with power to tax or raise revenue to pay for—to be turned over to the states and local governments.

3. **What is the view of many state governors on federalism and the relationship of federal and state governments today?**

   Governors are angry over the hundreds of federal aid programs that now keep states from setting their own priorities and managing their internal affairs, and in particular the number of federal rules and regulations that states have to follow to receive these aid programs. Another problem related to the federal aid program—but not mentioned directly by Peirce—is that many of these programs initially begin as a bargain for the states—for example, with the federal government picking up 90% of the total cost of a program, matched by the 10% from the state. Soon, however, the federal share begins dropping, with the states having to pick up increasing proportions of the cost and little ability to cut back the program. Medicaid has been a good example of this trend.

4. **What is one fear that some people have over turning over to the states many of the social programs currently being performed by the federal government?**

   Some people fear that many programs—particularly social and economic programs which help minorities, poor people, and cities—might be cut back, or even eliminated, if left solely to the states.

## Governor Busbee on Federalism

# THE FEDERAL SYSTEM IS OUT OF BALANCE

*EDITOR'S NOTE: Governor George Busbee became the Chairman of the National Governors' Association on August 5, 1980 at NGA's Annual Meeting in Denver. Excerpts of his acceptance remarks—which focused on the need to examine the balance of power between federal, state and local governments—have been reprinted below.*

I would like to make several observations. First, I believe that it is clear from yesterday's plenary session that all governors are presently united in the belief that our federal system is out of balance. The pendulums of power, influence and fiscal resources have swung too far in the favor of the federal government. To me, there is no doubt that the federal umbilical cord is beginning to strangle us.

The reasons for this are numerous. The failure of our predecessors and previous state legislatures to properly carry out what were once responsibilities solely within the state's domain.

Also Supreme Court opinions which extended federal authority into what were once exclusively states rights; so-called congressional reforms which diminished the power of the leadership and resulted in the subsequent growth of independent committees, subcommittees, and special interest caucuses; the decline of influence of political parties on issues and our loss of influence in national party matters and conventions; and the rapid rise of categorical grants and our subsequent dependence on them and on the special interest groups which have grown up around these programs—all of these interrelated events and more have been documented fully as reasons for our present concern.

The fact of the matter— regardless of what caused the current situation—is that it is getting worse. With every legislative session I have, I see our latitude and flexibility with state resources diminish and federal influence grow. If something isn't done—in a rational and orderly way—to reverse this trend, then I fear that my successors and yours ultimately will be relegated to mere clerks of the federal establishment. I am tired of the governors being treated as a barrier which must be hurdled in order to implement the federal will. I am personally tired of spitting into the federal wind.

Secondly, until recently, our collective efforts to reverse this trend have been ineffective at best, and it is time to admit that in many instances we have contributed to our own demise.

Heretofore, we have been long on articulating policy and very short, with a few exceptions, on implementing anything we say. To implement our collective will we have relied too heavily on our staff, and regardless of how competent or plentiful our staff resources are, there is absolutely no substitute for direct gubernatorial participation. We must either determine that we have the time to spare for an effort to reverse this trend toward federal domination, or accept the fact that we are undermining the office we hold for ourselves and our successors. We need a concerted strategy to follow.

Third, our collective gubernatorial voice on the Hill is but a whisper. A recent ACIR study on federalism concluded—"To . . . Washington officials, . . . . . the nation's governors, state legislators, mayors and county officials now seem to be just another special interest, rather than co-equal partners in the business of governing, and they sometimes are regarded more as a part of the problem of contemporary federalism than as part of the solution.

Certainly, individual governors have good rapport with their congressional members; or an individual governor may have success with Congress on a bill in our collective behalf, and our staff in Washington is daily improving their access to the congressional process.

However, collectively, the governors in this association have no formalized communications with the leadership of the Congress. Furthermore, we have no collective, formalized input into the very budget matters that affect us and our state budgets most directly. As supposed equals in our federal system, I find that fact to be an absurdity.

To be effective, we must move collectively. To move collectively, we must know where we are going.

**LESSON TOPIC:** Georgia's Governor

**GRADE LEVEL:** Secondary

**CONCEPTS:** Chief executive

**TERMS:** Executive, extradition, formal power, informal power, governor, role, separation of power, checks and balances, veto

**OBJECTIVES:** Students will be able to:

1. Distinguish the executive from the legislative and judicial functions.
2. Identify two or more formal and two or more informal powers of the governor in state government.
3. Identify some of the specific roles the governor must play in state government.
4. Identify specific checks the other branches of state government have over the governor.
5. Identify the present governor of Georgia.

**MATERIALS:** Handouts: "Formal Powers of the Governor," "Informal Powers of the Governor," "Roles of the Governor," "Organization Chart of Georgia State Government."

Learning center materials: Article, "A Day in the Life of the Governor," excerpt on the governor from the *Handbook of Georgia State Agencies*; a copy of the Georgia Constitution; and newspaper clippings.

Also recommended are: "The State of Georgia and Its Capitol" (available free from the Secretary of State); "Georgia and Its Gold-Dome Capitol" (available free from the Visitor Information Booth, State Tour Guides, State Capitol), and James Cook, *Governors of Georgia*.

**PROCEDURES:**

1. Using the excerpt on the governor from the *Handbook of Georgia State Agencies*, review with students the historical development of the office of governor in Georgia. List the current qualifications and term for governor. Also, ask students to identify the current governor, as well as his predecessors during the past decade (see either "The State of Georgia and Its Capitol" or "Georgia and Its Gold-Domed Capitol" for a complete list of Georgia's governors).

2. Discuss the term "executive," giving students an opportunity to identify various definitions of the term. Explain the root word "execute" is sometimes used in relation to the death penalty, but that its real definition means "to carry out."

   Explain that the executive function involves the management of state government—including its personnel, property, and resources. Sometimes, the term "administration" is used instead of executive, and in fact, when used as "The Administration," refers to the chief executive and his major department heads and staff.

   Ask students to identify who performs the "executive" function within their family. . .at school. . .in city government. . .in the national government.

3. Explain that historically, the executive power has generally been very strong (e.g., Caesar, Napoleon, the kings and queens of nations, etc.). Beginning with the Magna Charta, however, an inroad was made which paved the way for a separate legislative function. Eventually, this led to division of power in America, with separate executive, legislative, and judicial branches.

4. Identify some of the checks in Georgia state government that the legislative and judicial branches have over the governor, and checks the governor has over these two branches.

   *Legislative checks on the governor:* can override governor's veto; must fund all state programs and salaries through appropriation act; approves most of governor's appointments to government offices, boards, and commissions; broad power to change the organization and powers of the executive branch.

   *Judicial checks on the governor:* can declare acts of the governor unconstitutional; final judge of meaning of laws it legislature and governor are in disagreement.

   *Governor's checks on the legislature:* can veto legislation; call legislature into special session; important source of legislation; tells legislature each year how much money will be available for the legislature to spend.

   *Governor's checks on the judiciary:* appoints vacancies occuring in trial and appellate courts; supports or opposes changes in the organization and powers of state courts.

5. Hand to students a copy of the Organization Chart of Georgia State Government. In terms of comparative size, what can be observed about the executive branch in contrast to the other two branches? (99% of the employees in state government, and 99% of the money in the state budget, are found in the executive branch. Ask students why the executive branch is so much larger in terms of people and funding than the legislative or judicial branch. (It is the only branch of government that can carry out programs. The legislature makes the laws, and the courts interpret the laws and administer justice, but it is the executive branch that must carry out all the laws and programs.)

6. Have students look at Article 5 of the Georgia Constitution and list five powers or responsibilities of the governor. Ask students whether these powers in themselves make the governor an important leader of the state.

7. Hand out or show as a transparency the handout, "Formal Powers of the Governor." Discuss each of the powers briefly with students.

8. Hand out or show as a transparency the handout, "Informal Powers of the Governor." Again discuss each of the powers briefly. Ask students whether a governor's formal or informal powers are more important in making the governor the leader of the state.

9. With the handout, "Roles of the Governor," identify what a "role" is and how the governor is called upon to play many different roles. Ask students if it is possible for the governor, when playing one role, to do damage to another role he must play. (For instance, does the governor's role as Democratic Party leader hurt his role as non-partisan chief of state?) Compare these roles to those the President must play.

10. Have students read the excerpt, "A Day in the Life of the Governor," and identify how many roles the governor played that day.

11. Have students read copies of newspaper articles about Georgia's governor, or bring in newspapers, and identify which role the governor is playing in each article.

## SECTION II.

## DUTIES AND POWERS OF GOVERNOR

Paragraph I. *Commander-in-Chief.* The Governor shall be commander-in-chief of the army and navy of this State, and of the militia thereof.

Paragraph II. *Reprieves and Pardons.* The Governor shall have power to suspend the execution of a sentence of death, after conviction, for offenses against the State, until the State Board of Pardons and Paroles, hereinbefore provided, shall have an opportunity of hearing the application of the convicted person for any relief within the power of such Board, or for any other purpose which may be deemed necessary by the Governor. Upon conviction for treason the Governor may only suspend the execution of the sentence and report the case to the General Assembly at the next meeting thereof, when the General Assembly shall either pardon, commute the sentence, direct its execution or grant a further reprieve. The Governor shall, at each session of the General Assembly, communicate to that body each case of suspension of sentence, stating the name of the convict, the offense for which he was convicted, the sentence and its date, the date of the reprieve or suspension, and the reasons for granting the same. He shall take care that the laws are faithfully executed, and shall be a conservator of the peace throughout the State.

Paragraph III. *Writs of Election; Called Sessions of the General Assembly.* The Governor shall issue writs of election to fill all vacancies that may happen in the Senate and the House of Representatives, and shall give the General Assembly, from time to time, information on the state of the State, and recommend for its consideration such measures as he may deem necessary or expedient. The Governor shall have power to convoke the General Assembly on extraordinary occasions, but no law shall be enacted at called sessions of the General Assembly, except such as shall relate to the object stated in his proclamation convening them: providing that such called sessions of the General Assembly shall not exceed 70 days in length, unless at the expiration of said period there shall be pending an impeachment trial of some officer of the State Government in which event the General Assembly will be authorized to remain in session until such trial shall have been completed.

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Provided, however, that when three-fifths of the members elected to the House of Representatives and three-fifths of the members elected to the Senate shall have certified to the Governor of the State of Georgia that in their opinion an emergency exists in the affairs of the State of Georgia, it shall thereupon be the duty of said Governor and mandatory upon him, within five days from the receipt of such certificate or certificates, to convene said General Assembly in extraordinary session for all purposes; and in the event said Governor shall, within said time, Sundays excluded, fail or refuse to convene said General Assembly as aforesaid, then and in that event said General Assembly may convene itself in extraordinary session, as if convened in regular session, for all purposes, provided that such extraordinary, self-convened session shall be limited to a period of 30 days, unless at the expiration of said period, there shall be pending an impeachment trial of some officer of the State Government, in which event the General Assembly shall be authorized to remain in session until such trial shall have been completed.

The members of the General Assembly shall receive the same compensation and allowances during such extraordinary session as provided by law during a regular session.

Paragraph IV. *Filling Vacancies.* When any office shall become vacant, by death, resignation, or otherwise, the Governor shall have power to fill such vacancy, unless otherwise provided by law; and persons so appointed shall continue in office until a successor is commissioned, agreeably to the mode pointed out by this Constitution, or by law in pursuance thereof.

Paragraph V. *Appointments Rejected.* A person once rejected by the Senate, shall not be reappointed by the Governor to the same office during the same session, or the recess thereafter.

Paragraph VI. *Governor's veto.* The Governor shall have the revision of all bills passed by the General Assembly before the same shall become laws, but two-thirds of each House may pass a law notwithstanding his veto; and if any bill should not be returned by the Governor within five days (Sundays excepted) after it has been presented to him, the same shall be a law; unless the General Assembly, by their adjournment, shall prevent its return, in which event the Governor shall have thirty days (Sundays excepted) from the date of adjournment in which to approve the same, and if not approved within that time, the same shall become a law. He may approve any appropriation, and veto any other appropriation, in the same bill, and the latter shall not be effectual unless passed by two-thirds of each House.

Whenever such bill has been vetoed by the Governor, it shall be the duty of the Governor to transmit such bill to the presiding officer of the Branch of the General Assembly in which it originated, together with a list of reasons, if any, for such veto. Such transmission shall be made within thirty-five days (Sundays excepted) from the date of the adjournment of the Session of the General Assembly at which such bill was passed. Such bill may be considered by the Branch of the General Assembly in which it originated at any time within the first ten days of the next regular Session of the General Assembly for the purpose of overriding the action of the Governor. In the event the action of the Governor is overriden by two-thirds of the votes of such Branch of the General Assembly the same shall be immediately transmitted by the Secretary of or the Clerk of such Branch of the General Assembly to the other Branch of the General Assembly. It shall be the duty of the presiding officer of such other Branch of the General Assembly upon receiving such Bill to dispense with all business that is then being considered and to then and there consider and act upon such Bill for the purpose of overriding the action of the Governor. In the event the action of the Governor is overridden by two-thirds of the votes of such Branch of the General Assembly such Bill shall become law. In the event either Branch of the General Assembly should fail to override the Governor's action on a Bill, such Bill shall not again be presented to the General Assembly of Georgia for the purpose of overriding the action of the Governor. In the event any bill is enacted into law pursuant to the terms of this paragraph, the effective date of such bill shall be on the date that such bill was acted upon by the Branch of the General Assembly last acting upon such bill.

Provided, however, that any bills that are vetoed by the Governor after the adjournment of the regular session of the General Assembly immediately preceding the general election in which the Governor is elected, shall not be subject to be overridden by the next regular session of the General Assembly.

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**Paragraph VII.** *Governor to Approve Resolutions, Etc.* Every vote, resolution, or order, to which the concurrence of both houses may be necessary, except on a question of election or adjournment, shall be presented to the Governor, and before it shall take effect be approved by him, or, being disapproved, shall be repassed by two-thirds of each house, provided, however, that nothing contained in this Article shall be construed to confer on the Governor the right to veto or enter his disapproval of any proposal made by the General Assembly to amend this Constitution or to provide for a new Constitution.

**Paragraph VIII.** *Information From Officers and Employees; Suspension of Officers.* The Governor may require information in writing from Constitutional officers, department heads, and all State employees, on any subject relating to the duties of their respective offices or employment. The General Assembly shall have authority to provide by law for the suspension of any Constitutional officer or department head from the discharge of the duties of his office, and also for the appointment of a suitable person to discharge the duties of the same.

## SECTION III.

## OTHER ELECTED EXECUTIVE OFFICERS

**Paragraph I.** *Executive Officers, How Elected.* The Secretary of State, Attorney General, State School Superintendent, Comptroller General, Commissioner of Agriculture, and the Commissioner of Labor shall be elected by the persons qualified to vote for members of the General Assembly at the same time, and in the same manner as the Governor. The provisions of the Constitution as to the transmission, tabulation and canvassing of the returns of the election, runoff elections, contested elections, and declaration of the results of the election, applicable to the election of the Governor, shall apply to the election of the above-named executive officers; and they shall be commissioned by the Governor and hold their offices for the same time as the Governor. In case of the death or withdrawal of a person having received a majority of the whole number of votes cast in an election for any of the above-named offices, the Governor elected at such election, upon becoming Governor, shall have the power to fill such office by appointing, subject to the confirmation of the Senate, an individual to serve until the next general election at which time a successor shall be elected to serve out the unexpired term of office.

**Paragraph II.** *Duties, Authority, and Compensation and Allowances of Other Executive Officers.* The General Assembly shall have power to prescribe the duties, authority, and compensation and allowances of the executive officers, and to provide help and expenses necessary for the operation of the department of each.

**Paragraph III.** *Profit From Use of Public Money.* No State official shall be allowed, directly or indirectly, to receive any fee, interest, or reward from any person, bank, or corporation, for the deposit, or use, in any manner, of the public funds, and the General Assembly shall enforce this provision by suitable penalties.

**Paragraph IV.** *Qualifications.* No person shall be eligible to the office of the Secretary of State, Attorney General, State School Superintendent, Comptroller General, Commissioner of Agriculture, or Commissioner of Labor, unless he shall have been a citizen of the United States for ten years, shall have resided in this State for six years next preceding his election, and shall be at least twenty-five years of age when elected. All of said officers shall give bond and security, under regulation to be prescribed by law, for the faithful discharge of their duties.

**Paragraph V.** *Fees and Perquisites Denied.* No State official named in Paragraph I of this Section shall be allowed any fee, perquisite or compensation other than his compensation and allowances as prescribed by law, except his necessary expenses when absent from the seat of government on business for the State.

**Paragraph VI.** *Great Seal; What Constitutes; Custody; When Affixed to Instruments.* The great seal of the State shall be deposited in the office of the Secretary of State and shall not be affixed to any instrument of writing except by order of the Governor or General Assembly, and that now in use shall be the great seal of the State until otherwise provided by law.

## SECTION IV.

## DISABILITY OF EXECUTIVE OFFICERS

**Paragraph I.** *Disability of Executive Officers.* Except as otherwise provided in this Constitution, if any elected Constitutional Executive Officer is unable to perform the duties of his office because of a permanent physical or mental disability, determined, after hearing evidence including testimony from not less than three qualified physicians in private practice, one of whom must be a psychiatrist, not employed in any capacity by State, federal or local governments, by the Supreme Court of Georgia upon a petition of any four elected Constitutional Executive Officers, such office shall be declared vacant and the successor to that office shall be chosen as provided in this Constitution or the laws enacted in pursuance thereof. If upon such petition, it is determined that the disability is not permanent, the Supreme Court shall determine when the disability has ended and the officer shall resume the exercise of his powers. During the period of temporary disability the powers of such office shall be exercised as provided for by this Constitution or the laws enacted in pursuance thereof. As used in this Section the term "elected constitutional executive officer" means the Governor, the Lieutenant Governor, the Secretary of State, the Attorney General, the State School Superintendent, the Comptroller General, the Commissioner of Agriculture and the Commissioner of Labor. The Supreme Court shall by appropriate rule provide for a speedy and public hearing, including notice of the nature and cause of the accusation, process for obtaining witnesses and the assistance of Counsel.

## ARTICLE VI.

## *JUDICIARY*

## SECTION I.

## COURTS ENUMERATED

**Paragraph I.** *Courts Enumerated.* The judicial powers of this State shall be vested in a Supreme Court, a Court of Appeals, Superior Courts, Probate Courts,

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# GOVERNOR

## LEGAL AUTHORITY

Ga. Constitution. art. 5, sec. 1, par. 1-4, 6, 9-13 (codified as *Ga. Code Ann.* sec. 2-3001–2-3004, 2-3006, 2-3009–2-3013). *Ga. Code Ann.* chap. 40-1–40-4A.

## HISTORY

Although its powers have changed, the office of Governor has existed as a constitutional office throughout Georgia's history as a state. While first provided for in the Constitution of 1777, the position traces to the colonial era. During the Trustee period (1733-1754), the province of Georgia was first presided over by James Oglethorpe, who had no formal title, and then by a series of three officials termed, "President." The position of Governor first appeared in a plan submitted by the Lords Commissioners for Trade and Plantations to the crown in March 1754. Upon its approval, the Commissioners were instructed to nominate a proper person for appointment as Governor. Their recommendation, Captain John Reynolds, was appointed Royal Governor by the crown in August 1754.

Revolutionary spirit, which swept the colonies between 1774 and 1776, led to the rise of provincial government and the decline of royal power in Georgia. In December 1775 the Council of Safety assumed the legislative and executive functions of government, with its president, generally, performing gubernatorial responsibilities. Although the Royal Governor and his council remained in office, they had only nominal authority. In January 1776 the Council of Safety placed the Royal Governor under house arrest, although he escaped in February, fleeing from Georgia.

In April 1776 the Provincial Congress assumed control of government in Georgia and drafted a temporary constitution, providing for a president and commander-in-chief to be elected by this congress and empowered to exercise executive powers with the advice and consent of a thirteen-member Council of Safety.

Following the Declaration of Independence, the President of Georgia, Archibald Bulloch, ordered a general election to select representatives for a convention to frame a constitution for the new state. This convention met in October 1776 and produced such a constitution, adopting it in February 1777. While providing for separation of powers, the new constitution reflected the framers' fears of executive power derived from their experiences with royal governments. Thus, the new Governor was to be elected by the legislature for a one-year term, could not succeed himself, nor could he be eligible for reelection until two years out of office. The Governor could exercise executive functions, but only with the advice and consent of an Executive Council composed of legislators. He did not have the power to veto legislation, nor to grant pardons nor to remit fines.

In the 1789 Constitution, the Governor was given a two-year term, and the power to veto legislation, to call the General Assembly in special session when he deemed necessary, and to grant pardons and reprieves. The Constitution of 1798 continued the office as

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Government." There is no complete listing of what ranges of powers are included in the executive power vested in the Governor by the Constitution. In some aspects, executive power has been divided by Constitution or statute so that it is shared with elected constitutional officers within the executive branch or with department boards which have been given policymaking power, power to appoint the director, and, in some instances, administrative powers over departments in the executive branch. Nevertheless, the powers and responsibilities of the Governor are extensive, particularly in view of the size of the executive branch.

The Constitution requires the Governor to insure the implementation and faithful execution of the laws of the state. Deriving from this mandate are a great number of executive, administrative, and managerial powers.

The Governor is also statutorily responsible for the economic and efficient fiscal management of state government, and is ex officio Director of the Budget. As such, through the Office of Planning and Budget, the Governor anticipates revenue estimates for the upcoming fiscal year, prepares an executive budget based on these estimates as well as recommendations of the needs of executive branch agencies, prepares a budget message for the General Assembly, incorporates budgetary recommendations in a draft General Appropriations Bill for submission to the General Assembly, monitors the expenditure of funds appropriated to agencies by the Legislature, and performs a wide variety of other budgetary functions.

The Governor is directed by the Constitution to act as "a conservator of the peace throughout the State." In this function, he is vested with broad authority to prevent violence and to maintain peace and good order in the state by issuing emergency rules and regulations, and utilizing various law enforcement forces to enforce them. Designated as Commander-in-Chief of the Georgia National Guard, the Governor may, subject to federal regulations, call out such units in riots, fires, floods, and other emergencies within the state. Additionally, the Governor directly appoints the State Adjutant General, who is administrative head of the State National Guard and of civil defense activities.

The Governor appoints members to a great number of boards, commissions, councils, committees, and other state government units. He directly appoints the Director of the Office of Planning and Budget, the State Adjutant General, and the Commissioners of the Departments of Administrative Services, Revenue, and Banking and Finance. In certain other instances, the Governor and department board jointly appoint the director or commissioner of the department.

All appointments made by the Governor to statutory boards and commissions must be confirmed by the Senate. In addition, appointments to most constitutional boards must be confirmed by the Senate.

State Personnel Board rules and regulations affecting employees covered by the State Merit System of Personnel Administration must be approved by the Governor before becoming effective.

The Governor may suspend the execution of the death penalty, but only until the Board of Pardons and Paroles can take action.

The Governor may issue executive orders and proclamations in areas relating to the execution of existing laws or the administration before, but an 1824 amendment provided for popular election of the Governor. In the Constitution of 1868, during Reconstruction, the term of office was extended to four years.

Following Reconstruction, the framers of the 1877 Constitution changed the term of office for Governor back to two years, allowing two consecutive terms, after which he could not be eligible for reelection for four years. A constitutional amendment in 1941, however, changed the term of office for Governor to four years, with no eligibility for succession until the elapse of four years from the previous term. In 1943 another amendment transferred most executive clemency powers from the Governor to a new State Board of Pardons and Paroles.

At the Constitutional Commission of 1943-44, a proposal that the new constitution allow the Governor to succeed himself to office was accepted by a narrow vote. The provision, however, was rejected by the General Assembly.

Prior to a 1968 constitutional amendment, if no candidate for Governor received a majority vote in the general election (which occurred in 1966 because of write-in votes), the General Assembly was instructed by the Constitution to elect a Governor from the two persons who had secured the highest number of votes in the general election. In 1968, however, this provision was changed to specify that when no candidate for Governor receives a majority of votes cast in the general election, a runoff election will be held.

In 1976 a constitutional amendment allowing gubernatorial succession for one consecutive term was approved by the voters.

## HOW SELECTED

Like all other constitutional officers, the Governor is elected by state voters in the general election (which has been held every fourth year since 1946). The Governor must receive a majority of the votes cast for the office in the general election, or if no majority results, then a majority of the votes cast in a runoff election between the two candidates receiving the highest numbers of votes. A Governor is not eligible to succeed himself in office, but must wait until the expiration of four years from the conclusion of his term before being eligible to run again.

## TERM OF OFFICE

The Governor's term is four years or until a successor has been chosen and approved. A Governor can succeed in office for one additional term, after which he is not eligible to hold that office. Should he not succeed himself, he may run again in any future election.

## QUALIFICATIONS

Must have attained the age of thirty, been a citizen of the United States for fifteen years, and been a citizen of Georgia for six years.

## POWERS AND DUTIES

The Georgia Constitution provides that "the executive power shall be vested in a Governor," while Georgia statutes refer to the Governor as "Chief of the Executive Branch of the State of the executive branch and state affairs. Such executive orders, while not carrying the weight of statutory law, are generally binding on those to whom the orders are properly addressed.

The Governor may require information in writing from all executive department heads and officials and all state employees on any subject relating to the duties of their respective offices or responsibilities.

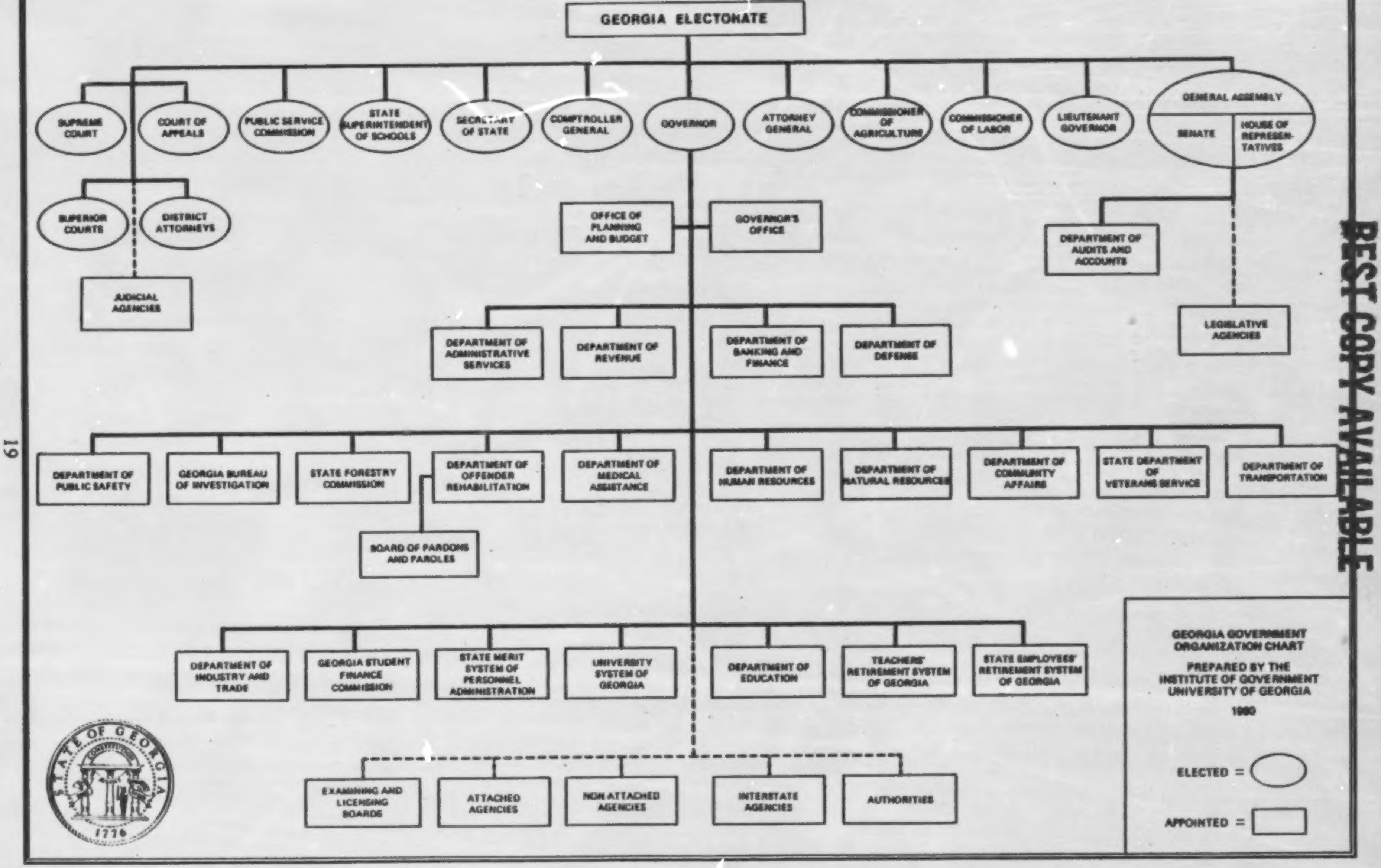
To cover emergencies or special needs that arise during the fiscal year that were not anticipated or funded by the Legislature, a special "emergency fund" or "contingency fund" (which, in recent years, has amounted to $2,000,000) is annually allocated to the Governor to meet, at his discretion, non-recurring expenses which he deems emergencies.

The Governor also has certain legislative powers. First, he has the authority to veto all bills and certain joint resolutions passed by the General Assembly, and may exercise an item veto over specific allocations within appropriation bills. The Governor has certain discretion in deciding in which order to sign bills passed by both houses of the Legislature, thus determining which bills will represent the latest expression of legislative intent where bills with conflicting provisions have been passed.

The Governor may call the General Assembly into extraordinary (or "special") session and determine the items which will be dealt with there. During any session of the General Assembly at which the two houses disagree on adjournment, the Governor may adjourn either or both houses.

At the beginning of each session of the Legislature, the Governor presents a "State of the State" message, outlining his assessment of the progress and needs of the state, the priorities of his administration in meeting these needs, and suggestions of his legislative program. Working through legislators in both houses, the Governor serves as an important source of legislation at each session.

# GEORGIA STATE GOVERNMENT


GEORGIA ELECTORATE
SUPREME COURT
COURT OF APPEALS
PUBLIC SERVICE COMMISSION
STATE SUPERINTENDENT OF SCHOOLS
SECRETARY OF STATE
COMPTROLLER GENERAL
GOVERNOR
ATTORNEY GENERAL
COMMISSIONER OF AGRICULTURE
COMMISSIONER OF LABOR
LIEUTENANT GOVERNOR
GENERAL ASSEMBLY
SENATE
HOUSE OF REPRESENTATIVES
SUPERIOR COURTS
DISTRICT ATTORNEYS
JUDICIAL AGENCIES
OFFICE OF PLANNING AND BUDGET
GOVERNOR'S OFFICE
DEPARTMENT OF AUDITS AND ACCOUNTS
LEGISLATIVE AGENCIES
DEPARTMENT OF ADMINISTRATIVE SERVICES
DEPARTMENT OF REVENUE
DEPARTMENT OF BANKING AND FINANCE
DEPARTMENT OF DEFENSE
DEPARTMENT OF PUBLIC SAFETY
GEORGIA BUREAU OF INVESTIGATION
STATE FORESTRY COMMISSION
DEPARTMENT OF OFFENDER REHABILITATION
DEPARTMENT OF MEDICAL ASSISTANCE
DEPARTMENT OF HUMAN RESOURCES
DEPARTMENT OF NATURAL RESOURCES
DEPARTMENT OF COMMUNITY AFFAIRS
STATE DEPARTMENT OF VETERANS SERVICE
DEPARTMENT OF TRANSPORTATION
BOARD OF PARDONS AND PAROLES
DEPARTMENT OF INDUSTRY AND TRADE
GEORGIA STUDENT FINANCE COMMISSION
STATE MERIT SYSTEM OF PERSONNEL ADMINISTRATION
UNIVERSITY SYSTEM OF GEORGIA
DEPARTMENT OF EDUCATION
TEACHERS' RETIREMENT SYSTEM OF GEORGIA
STATE EMPLOYEES' RETIREMENT SYSTEM OF GEORGIA
EXAMINING AND LICENSING BOARDS
ATTACHED AGENCIES
NON ATTACHED AGENCIES
INTERSTATE AGENCIES
AUTHORITIES
STATE OF GEORGIA
1776
ELECTED =
APPOINTED =

GEORGIA GOVERNMENT ORGANIZATION CHART

PREPARED BY THE
INSTITUTE OF GOVERNMENT
UNIVERSITY OF GEORGIA

1980

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## ATTACHED EXECUTIVE AGENCIES

Administrative Services and Division of Purchasing and Supplies, Advisory Council to the Department of
Aging, Council on
Alcoholism Advisory Council, Georgia
Archives and History, Department of
Area Planning and Development Advisory Committee
Arts and Humanities, Georgia Council for the
Campaign and Financial Disclosure Commission, State
Child Development, Interagency Council on
Claims Advisory Board
Coastal Management Board
Consumer Advisory Board
Consumer Affairs, Office of
Consumer's Utility Counsel, Office of
Crime Commission, State
Crime Information Center Council, Georgia
Criminal Justice Council, Georgia
Depository, State Board
Developmental Disabilities Services and Construction, State Planning and Advisory Council for
Drug Abuse Advisory Council
Drugs and Narcotics Agency
Education, Governor's Task Force on
Election Board, State
Electronic Data Processing Review Committee
Employment Agency Advisory Council
Employment and Training Council, Georgia
Employment Security Advisory Council
Employment Security Agency Board of Review
Energy Standards Advisory Council
Exceptional Individuals, Co-ordinating Committee for
Factory-Built Housing, Advisory Committee on
Fair Employment Practices, Office of
Family Planning, Special Council on
Family Practice, Joint Board of
Fire Academy, Georgia
Firefighters Standards and Training Council, Georgia
Forest Research Council
Forest Research Council, Georgia
Health Planning and Development Agency, State
Heritage Trust Commission
Highway Safety, Office of
Indemnification Commission, Georgia State
Juvenile Justice and Delinquency Prevention, Advisory Committee on
Library, State
Long-term Health Care Facility Advisory Council
Maternal and Infant Health, Council on
Medical Education Board, State
Medical Nominating Commission to the Board of Human Resources
Mental Health and Mental Retardation, State Advisory Council on
Museum of Science and Industry, State
Occupational Information Coordinating Committee
Organized Crime Prevention Council, Georgia
Patient Qualification Review Board
Peace Officers Standards and Training Council
Personnel Administration, Advisory Council for
Personnel Administration Review Panel
Physical Fitness, State Commission on
Police Academy, Georgia
Post-secondary Education, Governor's Committee on
Professional Practices Commission
Professional Standards Commission
Properties Commission, State
Proprietary School Advisory Commission
Records Committee, State
Roosevelt Warm Springs Memorial Advisory Committee, Franklin D.
Roosevelt Warm Springs Pools and Springs Site Commission, Franklin D.
Seed Advisory Committee
Space Management, Advisory Board on
Sports Hall of Fame Board, Georgia
Veterinary Medicine, Advisory Board of the College of, University of Georgia
Vocational Education, State Advisory Council on
Women, Commission on the Status of
Workers' Compensation Medical Board

## NONATTACHED EXECUTIVE AGENCIES

Economic Development Council
Soil and Water Conservation Committee, State
Workers' Compensation , State Board of

## LICENSING AND EXAMINING BOARDS

Accountancy, State Board of
Architects, State Board of Examination, Qualification, and Registration of
Athletic Trainers, Georgia Board of
Auctioneers Commission, Georgia
Barbers, State Board of
Chiropractic Examiners, Georgia Board of
Construction Industry Licensing Board, State
Cosmetology, Georgia Board of
Dentistry, Georgia Board of
Engineers and Land Surveyors, State Board of Registration for Professional
Foresters, State Board of Registration for
Funeral Service, Georgia State Board of
Geologists, State Board of Registration for Professional
Hearing Aid Dealers and Dispensers, Board
Landscape Architects, Georgia State Board of
Librarians, State Board for Certification of
Licensed Practical Nurses, Board of Examiners of
Marriage and Family Counselor Licensing Board, Georgia
Medical Examiners, Composite State Board of
Nursing and Advisory Council, Georgia Board of
Nursing Home Administrators, Georgia State Board of
Occupational Therapy, Georgia State Board of
Opticians, State Board of Dispensing
Optometry, Georgia State Board of Examiners in
Pharmacy, Georgia State Board of
Physical Therapy, Georgia State Board of
Podiatry Examiners, State Board of
Polygraph Examiners, Board of
Private Detectives and Security Agencies, Georgia Board of*
Psychologists, State Board of Examiners of
Real Estate Commission, Georgia
Recreation Examiners , Board of
Sanitarians, Georgia Board of Registered Professional
Speech Pathology and Audiology, Board of Examiners for
Soil Classifiers and Advisory Council, State Board of Registration for Professional
Structural Pest Control Commission
Used Car Dealers, State Board of Registration of
Used Motor Vehicle Parts, State Board of Registration for Dealers in*
Veterinary Medicine, Board of
Water Well Standards Advisory Council
Water and Wastewater Treatment Plant Operators and Laboratory Analysts, State Board of Examiners for Certified

*Scheduled to terminate June 30, 1981, unless enabling legislation is reenacted by the General Assembly at its 1981 session.

## JOINT EXECUTIVE-LEGISLATIVE AGENCIES

Bicentennial Celebration, Georgia Commission for the National
Compensation, State Commission on
Constitutional Amendments Publication Board
Deaf, Council on the
Education Council, Georgia
Energy Resources, Georgia Council for
Equalization, State Board of
Financing and Investment Commission, State
Intergovernmental Relations Council
Interstate Cooperation, Georgia Commission on
Seed Development Commission Advisory Board, Georgia
Tobacco Advisory Board

## LEGISLATIVE AGENCIES

Constitutional Officers Election Board
Educational Improvement Council
Fiscal Affairs Subcommittee
George L. Smith II World Congress Center Authority Overview Committee
Metropolitan Atlanta Rapid Transit Overview Committee

## JUDICIAL AGENCIES

Bar Examiners, Board of
Court Reporting, Board of
Indigent Defense Council
Judicial Council and Administrative Office of the Courts
Judicial Nominating Commission for the State of Georgia
Judicial Qualifications Commission
Justice Courts Training Council
Juvenile Court Judges, Council of
Probation, Advisory Council for
Prosecuting Attorney's Council for the State of Georgia

## INTERSTATE AGENCIES .

Appalachian Regional Commission
Atlantic States Marine Fisheries Commission
Coastal Plains Regional Commission
Education Commission of the States
Historic Chattahoochee Commission
Southeast Basins Inter-Agency Committee
Southeastern Interstate Forest Fire Protection Advisory Committee
Southern Growth Policies Board
Southern States Energy Board
Southern Regional Education Board

## AUTHORITIES AND PUBLIC CORPORATIONS

Agricultural Commodity Commissions for Apples, Cotton, Eggs, Milk, Peaches, Peanuts, Soybeans, Sweet Potatoes, and Tobacco
Agrirama Development Authority, Georgia
Building Authority, Georgia
Building Authority, Georgia (Hospital)
Building Authority, Georgia (Markets)
Building Authority, Georgia (Penal)
Correctional Industries Administration
Development Authority, Georgia
Education Authority, Georgia (Schools)
Education Authority, Georgia (University)
George L. Smith II Georgia World Congress Center Authority
Great Park Authority
Herty Foundation
Higher Education Assistance Corporation, Georgia
Highway Authority, Georgia
Jekyll Island State Park Authority
Kinchafoone Lake Authority
Lake Lanier Islands Development Authority
Municipal Electric Authority of Georgia
North Georgia Mountains Authority
Ports Authority, Georgia
Private Colleges and Universities Facility Authority
Residential Finance Authority, Georgia
Seed Development Commission, Georgia
Stone Mountain Memorial Association
Student Finance Authority, Georgia
Tollway Authority, State

## OTHER RETIREMENT SYSTEMS

Employee's Assurance Department
Legislative Retirement System, Georgia
Public School Employees Retirement System
Superior Court Judges' Retirement System, Board of Trustees of

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## FORMAL POWERS AND FUNCTIONS OF THE GOVERNOR

### *CHIEF EXECUTIVE*

1. Insures that laws are carried out.
2. Appoints executive officials and fills vacancies (unless otherwise provided by law).
3. Appoints advisory boards and commissions, special study committees, etc.
4. Requires information from executive officers and employees.
5. Directs that audits and investigations be conducted of state agencies.
6. Reviews and revises budget requests from state agencies each year before they can go to the General Assembly.
7. Issues "executive orders" in areas under authority of the Governor.

### *CHIEF LEGISLATOR*

1. Proposes new laws or changes in existing laws (submitted through Administration Floor Leader in each house, or through other legislators).
2. Signs legislation.
3. Vetoes legislation (including "item veto" of appropriation acts).
4. Addresses General Assembly in joint session each year with "State of the State" address and budget message.
5. Calls special sessions of the General Assembly.
6. Adjourns sessions when two houses are in disagreement on a time to adjourn.

### *JUDICIAL OFFICER*

1. Decides on extradition requests from other states for suspects or escapees from those states found in Georgia. Also requests return of suspects or escapees wanted in Georgia who have fled to other states.
2. Suspends death sentence until Board of Pardons and Paroles can hear appeals.
3. Appoints vacancies that arise in elected judicial offices due to death, resignation, or disability.
4. Directs Attorney General to represent state in civil and criminal cases.

### *LAW ENFORCEMENT*

1. Heads state army and air national guard (except when they are called into federal service).
2. Heads state's civil defense.
3. Serves as "conservator of peace" throughout state; sends state patrol or national guard into cities or trouble spots when needed.

## INFORMAL POWERS AND FUNCTIONS OF THE GOVERNOR

### *STATE-AT-LARGE*

1. Speaks throughout state on important issues.
2. Appears at special events, holiday occasions, commencements, dedications, etc.
3. Issues executive proclamations commemorating events, honoring people, etc.
4. Serves on boards of directors of charities, projects, etc.
5. Spouse meets with organizations and groups; gives speeches; and works with charities, etc.
6. Calls on prominent citizens to testify on important issues facing state, or to serve on special boards and commissions, study committees, etc.

### *PRESS*

1. Calls press conferences, states administration positions, responds to major issues.
2. Through press office, issues press releases and responses on issues.

### *STATE BUREAUCRACY*

1. Participates—directly or indirectly—in appointment of many department heads appointed by department boards.
2. Supports—or opposes—changes in laws sought by state agencies.
3. Advises or directs agencies on administration and management of programs.
4. Serves as a central location where citizens with complaints against state agencies can call or write, and contacts agencies regarding these complaints.
5. Calls in department heads, board members, and other officials for consultations.
6. Attempts to mediate inter-agency and intra-agency conflicts.

### *GENERAL ASSEMBLY*

1. Gives legislative addresses and special messages.
2. Meets with legislative leaders and members on bills, funding, and other policy matters.
3. Attempts to negotiate conflicts among legislators and leaders, and between the House and Senate, from time to time.
4. Pushes bills through administration floor leaders in each house.
5. Publicly endorses legislation.
6. Consults with legislators regarding appointments of constituents to boards, commissions, etc. from their districts.
7. Requests department heads, and other agency officials, to personally lobby for administration measures.

### *POLITICAL PARTY*

1. Serves as honorary head of political party.
2. Heads state's delegation to national party convention.
3. Attends major party events.

## *INTEREST GROUPS*

1. Meets with interest group leaders and lobbyists.
2. Keynotes speeches to annual conferences of interest groups and associations.
3. Consults with interest groups and professional associations about nominations to examining boards and other agencies that affect those interest groups.
4. Reviews legislative priorities of interest groups.

## *FEDERAL GOVERNMENT*

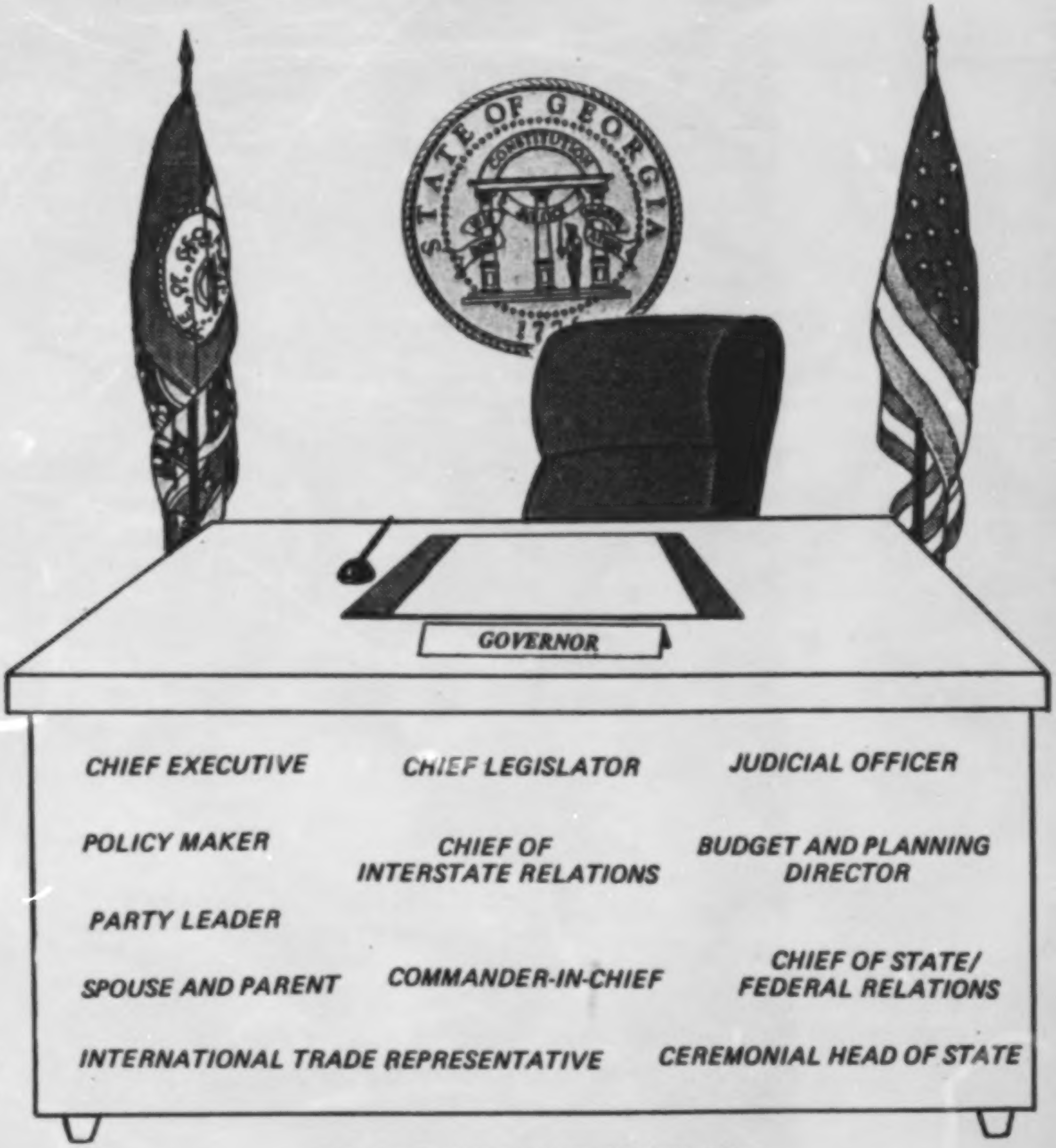
1. Meets with President, cabinet officers, and federal officials on issues facing states.
2. Testifies before Congressional committees.
3. Consults with state's Congressional delegation in Washington, D.C.

## *INTERSTATE RELATIONS*

1. Serves on National Governors' Association, Appalachian Regional Commission, Coastal Plains Regional Commission, and other regional and interstate organizations.
2. Meets with other governors on issues of regional and national concern (e.g., energy).

## *FOREIGN COUNTRIES*

1. Visits foreign countries, meets with government and business leaders, establishes trade missions, seeks markets for Georgia products, and seeks foreign businesses to come to Georgia.
2. Recruits foreign businesses to open factories in Georgia.
3. Contacts federal officials to expedite trade relations abroad.


STATE OF GEORGIA
CONSTITUTION
GOVERNOR
CHIEF EXECUTIVE
CHIEF LEGISLATOR
JUDICIAL OFFICER
POLICY MAKER
CHIEF OF INTERSTATE RELATIONS
BUDGET AND PLANNING DIRECTOR
PARTY LEADER
SPOUSE AND PARENT
COMMANDER-IN-CHIEF
CHIEF OF STATE/ FEDERAL RELATIONS
INTERNATIONAL TRADE REPRESENTATIVE
CEREMONIAL HEAD OF STATE

ROLES OF GEORGIA'S GOVERNOR

*Many who have served as governors or in a governor's office find that discussions and analyses of gubernatorial roles, powers, and responsibilities lack the sense of what being a governor really means. Similarly, those who have tried to communicate with newly elected governors on the trials, tribulations, and problems of being a governor often find their words and suggestions not being clearly heard or understood by the soon-to-be governors. The result is that too many new governors learn through trial and error some bitter lessons of how to serve as governor.*

*In an effort to make more real what being governor means, the National Governors' Association developed the following case of one governor and a day in his life as governor. This case uses time, or the lack of time, as the driving force underlying the governor's activities. Other approaches could have been used, such as tracing a series of tough decisions or nondecisions, indicating how entangled they are and how difficult they are to disentangle from the decisionmaker's perspective. However, by using time, a truer picture is developed of the pace of a governor's life and how the tough decisions, like easy ones, fall prey to the compressed time available to a governor. Further, it demonstrates the difficult trade-offs a governor faces between his or her public and private life.*

# A Day in the Life of a Governor*

IT IS DIFFICULT to convey to a new Governor the importance of maintaining control over his time. One approach is to present a typical day of a Governor who has been in office for some time and is no longer concerned with transition problems. This section hypothetically portrays such a day—assuming that there is anything like a typical day (which there isn't) of a typical Governor (which there isn't). It is presented here to point out the importance of managing time well, and of developing time-management ideas during the transition period.

**8:00-9:00 a.m.**

Scheduled office time; no staff or calls allowed. The Governor instituted this practice after realizing that if he wanted to work alone for as much as an hour, he would have to demand it.

Reads newspaper stories on state government; dictates short congratulatory notes to juvenile delinquency director for fine press coverage on opening of new facility, and to editorial staff of major newspaper for editorial commending his support of the facility. Writes note to mental health director on press story about beating of retarded child in state facility.

Notes local controversy about highway location in southern part of state; makes mental note to discuss it with highway commissioner. Notes editorial and news comment that next legislative session is likely to be a rough one. Notes speculation that he is about to appoint Jones as new bank commissioner; tells press secretary to get speculation killed; he hasn't decided, but knows it won't be Jones.

Starts working on screened morning mail (a small part of mail actually received). Mayor of large city wants to be moved up on sewer project priority list; refers mayor's letter to the department. Official of smaller city complains that mass transportation money is unfairly going to larger cities; refers letter to

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*Excerpted from Center for Policy Research, National Governors' Association, *Governing the American States—A Handbook for New Governors* (Washington, D.C.: 1978), pp. 10-20.

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department. National party chairman requests Governor's cooperation in upcoming congressional campaign financing; Governor writes a reminder to discuss with political advisor. Major contributor comments that branch banking law changes being considered by the staff would seriously threaten savings and loan institutions; Governor dictates letter indicating he is aware of problems and is concerned.

Reviews telegrams from environmental groups requesting that he reverse his decision to support Corps of Engineers water supply project; other telegrams from local mayor and county leaders and builders ask him to reaffirm support of project. Decides to stay with earlier decision.

9:00 a.m.

Receives delegation of legislators and mayor of suburban community seeking superhighway. Highway department briefing materials say that the road shouldn't be built at all; and if it is, it couldn't be started for 10 years, unless, of course, the Governor wants to propose new gasoline taxes to fund commitments to other areas. Governor tells delegation he is working on the problem and is sympathetic, but has other pressures for use of funds.

Asks friendly legislator to stay after the meeting, and finds out that the county chairman is wavering from support of his candidate for state senate and is unhappy with the way state party headquarters is run.

10:00 a.m.

Kicks off National Cancer Week campaign with pictures and awards plus handshaking with county chairmen. One person catches him at end of meeting and asks that he solve problem of son who is in trouble with the Army. Governor pleads inability to handle problem, but offers to try. Calls federal relations aide aside to explain, and asks if aide can work something out to get friendly Congressman to check on the case.

10:30 a.m.

Checks secretary for phone calls: has calls from two cabinet officers, one board chairman, his wife, two legislators, one local business leader, plus three aides who "must" see him.

Starts to return phone calls, but gets interrupted by press secretary who says major local issue is developing over announced layoff of 20 employees in state TB hospital; department says it's true; press secretary recommends saying Governor is looking into it and to tell the department to hold off. Governor tells press secretary to hold off comment until he has talked to department.

Now makes calls, postponing 11 a.m. meeting with transportation secretary and budget director on additional matching money for highway construction until 11:30 a.m., and 11:30 meeting with insurance commissioner until noon.

Mental health director advises that he is having some success with local mental health directors in meetings Governor had asked him to hold. Notes in passing (obviously real reason for call) that he is having some trouble with Governor's political advisor on staffing the department and is convinced that the professionalism of the department must remain inviolate.

Arts board chairman says he's getting lots of pressure from legislators for local interest arts projects and has decided to emphasize these projects almost solely in this year's fund allocation. Reports considerable sentiment in the business community that administration spending is getting out of hand and warns against proposing any tax increases.

Wife reminds him to do something about getting some state agency to support a statewide program to put art and music in state institutions for mentally retarded. Governor calls budget director and asks for prospects of doing it. Budget director believes the art board has no new statewide projects this year—concentrating on local concerns instead. Does Governor want it changed? Governor is not sure, and budget director offers a memo later in the week explaining the choices; Governor decides to wait for the memo.

Expecting the first of the legislators on the telephone, Governor gets his legislative aide instead—his secretary explaining that he had asked that Governor talk to him before the legislator. Legislative aide says legislator is extremely upset because Governor's budget bureau and perhaps higher education coordinating council are apparently not going to approve a community college for which locals have already raised money. Legislative aide feels it is absolutely essential that the project be approved before the fall election and asks the Governor to pry the issue out of whatever agency it is in.

Legislator says just what legislative aide said he would. Governor agrees to look into it and call him back.

The other legislator whose call Governor returns is concerned about a rumor that Governor is firing employees in TB hospital and planning to close it; says he understands problem but hopes that Governor will understand his, and that he'll have to issue a press release this afternoon criticizing lack of concern with TB patients and local community if Governor goes through with it. The local business leader is also concerned about the TB issue.

**12:00 noon**

Secretary says transportation secretary, budget director, and transportation aide are waiting; also insurance commissioner. Meeting at 12:15 p.m. with major newspaper reporter pending, and more phone calls.

Governor has brief meeting on transportation funding. Budget director argues for passing up federal money for new highway construction on grounds of Governor's austerity program. Transportation secretary notes that funds are 80 percent federal and argues for a go-ahead. Governor says he'll read both memoranda and decide after checking with executive assistant.

Governor is scheduled to leave at 1 p.m. for a ribbon-cutting highway opening about an hour away. Asks secretary to see if he can scrub highway opening and to hold calls, and says he will see the reporter after press secretary has a minute to brief him. Press secretary says press is all over him on TB thing—what has the Governor decided? Governor asks secretary to get health director on phone, finds he is addressing public health association lunch right now—does the Governor want to interrupt? No, have him call just as soon as he is through speaking.

Reporter comes in to begin interview on whether Governor is taking position in key party leadership fight over mayoral nomination in eastern part of the state; Governor sets ground rules as background and begins to expound on his preferences.

Secretary buzzes on intercom and reports that top aides (all of whom are now waiting to see him) advise OK to cancel highway opening, highway commissioner will handle but Governor should call mayor and apologize because there may be a big crowd which the mayor gathered. Governor tells her to call mayor on his behalf and explain situation, and that he will call the mayor himself later in the day.

Interview concluded, secretary brings in lunch that he was originally scheduled to have during trip to ribbon cutting.

**1:15 p.m.**

Health director on the phone reminds Governor that there are no more TB patients to be cared for, that most of the people in TB sanitorium are alcoholics who can be readily cared for elsewhere, that firings are part of his budget plan, and that he has no funds to continue employees. Governor finds employees were offered jobs elsewhere, but many of them don't want to leave the community. Director says he can keep the facility open as long as the Governor provides the money. Governor asks press secretary to tell press of meeting on subject at 2 p.m.

Asks secretary to tell legislator to please hold off the press conference criticizing the TB closing for another day. She says she has had three calls from union leaders and a couple of legislative calls protesting the closing and that his political advisor wants to talk about them as well as other things. Governor sets up meeting for 2 p.m. with health director, budget director, press secretary and political advisor.

Secretary provides messages from other calls: . . . Three different people with candidates other than Jones called to express hope that the press story on Jones was not true. One wanted to talk to Governor before an appointment is made so he could tell him some confidential information about Jones . . . Jones called, said he didn't know he was being considered, but would he happy to talk about the job . . . Chairman of the commission on higher education said please make no commitment on the community college matter without talking to him. Budget director called with the same message . . . Federal relations aide called, wants a decision this afternoon on what to ask Senator Smith to do on strip-mine control amendments affecting state regulation. Senate votes tomorrow, and the Senator wants to go with Governor's position. Memo in in-box (which has been resting untouched on desk since 10 a.m.).

**1:45 p.m.**

Governor tries to call federal relations aide while reading memorandum. Can't reach, he is on the way back from Washington. Governor asks secretary to find out whether he has talked to head of state environmental protection agency on subject . . . no one knows, he'll call in about an hour.

Governor tells secretary to tell insurance commissioner he is sorry to keep him waiting and for him to get lunch and check back about 3 p.m. Secretary says aides are still waiting, some of their business is pretty urgent, plus remember the 4 p.m. meeting on office space, and that he has an engagement this evening.

**2:12 p.m.**

Meeting with health director and others (now including legislative personnel and legal advisors) on TB matter. Political and legislative advisors say they don't care how we got where we are, it is imperative that the state not be laying off employees right before election, and with key labor negotiations going on in other departments. Personnel advisor tends to agree, but notes that employees had some prior knowledge of likely layoffs. Budget director and health director are adamant on merits of closing the facility; health director says he will keep it open if budget is increased; budget director says no chance, the legislature cut the overall health budget last year. Legal advisor proposes compromise to keep the facility open until after election, funds to come from health budget, but administration would have to seek some supplemental appropriation to reimburse health budget. Health director is dubious, budget director opposed, personnel advisor says that where he comes from, if you are going to bite a bullet you do it all at once, not in stages. Meeting drags on. Obvious that these layoffs are just the beginning if Governor stays with health director's plan.

Meeting continues while Governor takes call from federal relations aide. Yes, he has talked to the environmental protection agency, and the position he recommends on strip mining is concurred in by them. Governor returns to TB meeting. Finds potential solution is to have mental health department take over part of facility instead of closing it. Unknown if mental health director will agree; health director is on phone to him now.

Governor leaves TB meeting with legal advisor to discuss status of suit by welfare rights organization to require higher welfare payments.

3:20 p.m.

Returns to TB meeting, which now includes mental health director. Mental health director says he can't make a final decision now, needs to review the facility and prospects for transferring some patients and doctors from another of his facilities. Press secretary proposes to tell media the administration is looking into new possibility and layoffs are deferred. All agree, except budget director, who argues for closing, and political advisor, who urges a solution that will hold for a few months, not a few weeks. Governor accepts the solution anyhow. Instructs press secretary to inform media and legislative advisor to inform local legislators.

3:35 p.m.

Secretary advises that insurance commissioner is back, other advisors are waiting, and Governor hasn't done anything about in-box. Plus more messages: . . . Neighboring Governor called and wants to discuss developing a common regional position on safety rules for zinc mining. Governor has secretary call federal relations aide to get in touch with neighboring Governor's staff to see what can be worked out . . . Press secretary calls with information that p.m. papers are breaking a story that a legislative leader of the Governor's party is suspected of selling real estate to the highway department, using inside information on new highway location . . . Highway commissioner is back from ribbon cutting and needs to talk . . . President of largest state university would like to chat briefly about prospects of a new law school . . . Speaker of the house wants to talk, important and personal . . . Secretary has arranged the scheduling meeting at 5 p.m., after the office space meeting.

Insurance commissioner is still waiting, has staff with him and two hours worth of visual aids. Governor calls the commissioner in alone—commissioner is prepared to talk about the new insurance consumer protection program he was asked to prepare; meeting was rescheduled twice already. Governor tells him he's sorry about the scheduling problem, asks him to leave the written material and promises to try to read it tonight and to make apologies to his staff.

Calls political advisor in. Asks about speaker's call; finds that speaker wants to be reassured that Governor would not back rival for speakership even if party wins handily in fall election. Political advisor says leave him hanging for awhile; call tomorrow and say that Governor doesn't control the membership but appreciates his support in the past, etc.

Political advisor discusses bank commissioner appointment and recommends someone other than Jones; Governor agrees and asks him to prepare press release. Political advisor stops at door to remind him that he had agreed to spend more time away from the office and with the people; says he must schedule more local events like the ribbon cutting today and then keep to the schedule; asks if mayor who arranged it has been called yet.

4:30 p.m.

Governor calls the mayor and has a 15-minute conversation in which the mayor says pretty much what the political advisor did. Agrees to check a bridge situation within city limits and instructs secretary to check the point with the highway commissioner.

4:45 p.m.

Governor begins the 4 p.m. office space meeting, knowing he still has the scheduling meeting and a couple of calls to go and that he should be receiving guests at the mansion at 6:30. The meeting requires his presence because the public works department, which allocates office space, is at loggerheads with the agencies. The agencies want more space—whether they have to lease it, get private companies to build it, or whatever—while public works wants to hold them off and build a new office building which would require the Governor's approval. The meeting is incredibly dull, with charts and graphs about office space, so at 5 p.m., the Governor leaves, indicating he has another meeting and leaving two or three agency heads, budget director and one aide with instructions to work out a recommendation for him that they can agree on.

5:00 p..m.

Handles more messages. Has secretary get the facts on the law school from budget bureau and commissioner of higher education before calling president of university back tomorrow. Reminds secretary to call the speaker tomorrow. Calls the highway commissioner to find out what the mayor has already told him.

Has secretary tell aide who is waiting to talk about a project for cooperation between university students and law enforcement department to wait until tomorrow. Has consumer protection advisor do likewise.

Reviews brief remarks prepared for dinner session with group of business leaders. Remembers that one of the leaders is board chairman of the community college that all the fuss was about earlier in the day. Asks an aide to quickly collect the views of the higher education commissioner and the budget director and give him a briefing before he leaves the office.

5:30 p.m.

Governor enters scheduling meeting. His secretary asks if he wants the aide left in the office space meeting or brought into the meeting; he answers "both." The scheduling meeting is no different from the last one, not likely to be different from the next.

The political advisor wants Governor to make fund-raising appearances at five geographically diverse places in the next week, appear at supermarkets with two legislative candidates, and attend two rallies for legislative candidates. In addition, advisor suggests strongly that Governor drop in at the Chinese-American society dinner next Saturday night and appear at a teacher's convention the following day.

Secretary says wife wants to hold Saturday all day at home and prefers to spend that evening with friends. Wife does not want to travel on Sunday, secretary says, reminding Governor that one of his children is making his debut as a high school football player on Friday. Governor's scheduler ticks off the remaining demands for time the following week:

•One state trade association meeting (already accepted) and two more which request his presence and will schedule for a major address if he can make it;

•One statewide labor meeting;

•Three requests for local political functions, beyond the ones the political advisor knows the Governor had;

•A request from the federal relations aide to visit the congressional delegation in Washington next week and deliver testimony for the National Governors' Association before a Senate subcommittee;

•A request from two key agency directors to accompany them to Washington to resolve problems with federal agencies;

•A request from the press aide for a news conference announcing the new bank commissioner, a backgrounder with a representative of a national magazine, and at least one additional general-purpose news conference during the week;

•Six cabinet officers and three board or commission chairmen wanting to discuss one subject or another; and

•Three county chairmen, four legislators, five major contributors, six local delegations seeking highways or other state construction, and the usual flow of private citizens wanting to see their Governor.

In addition, the schedulers report back on various events the Governor requests be scheduled, which have not been scheduled yet, including a visit to a mental hospital for inspection and employee relations, a meeting with educational advisors on potential for improving the state aid formula, a meeting with the planning director and several cabinet officers on land-use planning, and the remainder of the meetings on the consumer protection program similar to that with the insurance commissioner today.

Secretary reports Governor should take one complete day off just to concentrate on the paperwork in the in-box.

The scheduling meeting goes on to 6 p.m., at which time the Governor expresses preferences, delegates the exact schedule to the group, and receives a delegation from the office space meeting seeking to resolve a couple of questions. Indicating that he has to shower and change to be ready at the mansion by 6:30, Governor asks them either to write it up or talk to him in the morning (not remembering that tomorrow's schedule is worse than today's).

His secretary shouts out a couple of other phone calls; he says "tomorrow" and leaves office accompanied by aide trying to brief him on the community college situation, matching him pace for pace as he walks out. The community college situation is complicated indeed, so Governor decides not to decide yet and to finesse the question if it comes up in the evening.

After a quick shower and change accompanied by as much recitation of family affairs as time permits, Governor finds himself in the receiving line not quite promptly at 6:40, facing the ordeal of trying to remember 40 people whom he knows he should know.

Cocktail conversation centers on bank regulation issues, exhortations to avoid tax increases, discussion of the business climate, costs of workers' compensation, and some general discussion of national politics. After dinner Governor talks briefly about some of his major programs and the need for good business climate in the state and retires to family quarters about 9:45 p.m.

In these moments of potential relaxation, Governor retrieves in-box correspondence from his briefcase. First, the "information only" items consisting of magazine articles, FYI memos from staff, and the like; these he scans briefly, primarily to see if there is any action he need take. A memo from the welfare secretary which indicates negotiations may break down with hospitals over Medicaid reimbursement rates is sent to his political advisor with a question, "Can we handle this if negotiations fail?"

Now the "action" items. Some 20 letters to sign prepared by staff; 16 are OK, two require rewrite instructions to someone, and two more the Governor rewrites himself. Now it is 10:15 p.m., his definite cutoff time for relaxation and talking to his family, even though he has five or six complicated problems, including the community college issue, left hanging.

This example is obviously atypical for some, while typical for other Governors, only because it happens to cover a quiet time without a major crisis (prison riot, natural disaster), or having the legislature in session. It suggests the Governor's constant need to make choices in the use of his own time and, more important, to avoid becoming a captive of the pressures on him. In a day such as the one described, it is hard to imagine the Governor contemplating, much less doing much about, his broad strategies for government leadership and party affairs.

When the moment of reflection does come, a Governor may find that his campaign did not result in his capturing the office, but in the office capturing him. He will see that many aspects of his predecessor's style that he wanted to change are things he is unable to change.

There is no obvious solution to these problems. There are ways to make it manageable only if the Governor designs his administration's priorities during transition—and avoids being totally "captured."

### What Goes on around the Governor

While the Governor goes through these frenetic paces, his staff attempts to stay one step behind—or at least only a few steps behind—anticipating his needs and following up commitments made on this typical day. Since a Governor is often judged by the quality and thoroughness of his staff's work, it is worth considering who did what around the Governor in connection with just a part of this "typical" day. Consider, for example, the 15 minutes at midday encompassing the highway-funding meeting and a few of the staff involved.

- Three weeks previously, the Governor's scheduler had addressed some hard decisions. Should the Governor attend the highway ribbon cutting, or should he turn it down and send a representative? How many people would be annoyed or slighted? As the "typical" day approached, the scheduler had perhaps 20 or so similar decisions to make before making final the public portion of the Governor's day. And, even then, the schedule was changed.

- Sitting with the Governor and the suburban legislators early in the day, the executive assistant to the Governor worried about his phone messages, large numbers of which mounted up in little pink piles on his desk. He usually kept two secretaries busy sorting correspondence, responding to requests, and placing calls. The suburban group's request for a new superhighway reminded him that the Governor was going to meet later in the morning with the budget director and transportation secretary on highway funding in general. The two men disagree and each will come well prepared with opposing arguments; he knows the Governor will ask him to help resolve the problem, but when will he have time to study it?

As the Governor's day unfolded, he reminded himself that his symbol of power—the office next door to the Governor's—was also a millstone around his neck. Much of his life, he realized, was taken up in "hand holding" and being a "sounding board." If only he could get caught up, he thought, he would be able to work on that new tax-reform initiative which the revenue department had failed to deliver in adequate form. But Senator Brown had called, and he had to get back to him before noon because the Governor might run into him at the ribbon cutting that afternoon. Perhaps this evening he could stop to think about the Governor's tax program.

- "Why is the executive assistant allowing the transportation meeting to be delayed?" the budget director wondered at five minutes until noon as he waited to see the Governor. After all, the budget office's work on this issue had been going on—in fits and spurts—for six months. In fact, last night he and his unit chiefs were up until 3 a.m. completing the memorandum which would be devastating to the department of transportation's case for more highway construction. But if the Governor ran out of time this morning, the decision could be delayed again. The budget director had called the executive assistant to urge him to hurry the governor along, but his call was somewhere at the bottom of the pink pile in the inner office.

- The secretary of transportation didn't enjoy the budget director's dry personality, so he had passed the time waiting for the Governor's meeting by drifting across the hall to chat with the Governor's personal secretary. Besides the fact that he was a gregarious soul, he knew that staying on the good side of the Governor's secretary never hurt. Sometimes he absolutely had to talk to the Governor, and she would always put him through.

He was nervous about the Governor's reaction to his request for more highway money, in light of the Governor's austerity campaign. Just for insurance, he had let the Governor's political advisor know that many of the campaign pledges made in the politically critical rural areas of the state could not be met without the road funds. And then, of course, there were 75 campaign workers from key areas of the state whom he had hired at the political advisor's request—they might have to be laid off if the new money was not found in the budget somewhere. He hoped that the advisor had mentioned these problems to the Governor. If it seemed that the decision was not going his way, he planned to ask for more study—a delaying tactic to ensure that the Governor would make the final decision only after being apprised of all the financial and political ramifications of the decision.

- The planning director sat in his office working on the "Rural Development Plan" which the Governor had promised during the campaign, and which was now six months and scores of public hearings in the making. He was worried because he feared that the Governor's meeting on road money was going to preempt consideration of the section on farm-to-market road repair, a centerpiece in the rural development program he was about to unveil. If the road funds were put into the budget, he might still have time to influence the pattern of expenditures. "If we don't rebuild the small bridges on our rural roads," he thought, "five years from now the farm economy will be in deep trouble." He knew that the budget director had been working on a memorandum to convince the Governor that the department of transportation's spending plan was premature, but the planner was unsure of the outcome. Until the issue was clearly resolved, he could not move forward on his development plans.

Others worked, watched, and waited on the outcome of the short meeting with the Governor.

The press secretary was concerned; the Washington office director wanted to be able to credit her office with getting the federal dollars; the environmental protection liaison was quietly lobbying against more highways.

In this "typical" day, these developments were only a small sample of the detailed staff work and intra-staff competition that are inevitable in the Governor's office.

Gov. Jimmy Carter

# Governor's Prestige Takes Upward Swing

ATLANTA, Ga. (AP) — Gov. Jimmy Carter has emerged from the 1972 legislative session with his prestige on the rise and his stock of legislative tactics considerably refined.

The results of the session may not guarantee him smooth sailing for the next two sessions of his term, but his position for the present is good.

He surmounted severe opposition from special interest groups and a block of hostile senators to pass a program that will give Georgia's government its first overhauling in 40 years.

Passage of the reorganization program boosted his prestige and lowered that of his most vocal Senate opponents, primarily Sen. Stanley Smith, D-Perry, chairman of the Senate Committee on Economy, Reorganization and Efficiency in Government.

The success came through a refinement of tactics partially initiated by Carter and partially forced upon him by the House.

Carter, reticent to employ all the powers of his office in major fights last year, brought them into full play to pass reorganization.

Highway Director Bert Lance, Revenue Commissioner John Blackmon, Game and Fish Director Joe Tanner and State Parks Director George Bagby haunted the halls of the Capitol for weeks to help Carter pass his program.

From daily strategy meetings in Carter's office, a tactic evolved to bring pressure to bear on reluctant lawmakers from their home grounds.

County officials friendly to Carter across the state were enlisted in the campaign to encourage legislators to vote for the program.

The brunt of the effort was directed toward the Senate which has been hostile frequently to administration programs.

The House, under the strong leadership of Speaker George L. Smith II, has been friendly to Carter on many occasions.

But facing the prospect of a divisive vote on one segment of reorganization, Smith seemingly forced Carter to accept a compromise.

A Department of Human Resources combining the departments of health and welfare, but not corrections as Carter had wanted, and containing an expanded governing board, was the result.

It passed the House with the help of House leaders and passed the Senate after Carter forces applied all of the muscle they could master. The Senate vote was 29-26— the exact number of votes needed to pass a bill in the upper chamber.

Carter did suffer setbacks, however.

A Senate force led by Sen. Hugh Gillis, D-Soperton, blocked Carter's efforts to merge the State Forestry Commission into a new Department of Natural Resources.

It was a sweet victory for Gillis, whose father, former Highway Director Jim Gillis, resigned last year under pressure from Carter.

Gillis— perhaps the most powerful man in the Senate— voted for, but did not actively participate in, the attack on the Human Resources department. His passivity on that issue probably was a key factor in Carter's victory.

The attack was masterminded by Sen. Smith and Gillis' participation reportedly was not invited.

Carter also suffered a partial setback on his Early Childhood Development Program, a controversial issue which brought forth charges of communism and socialism.

The program was not passed exactly as he wanted it, but still similar enough to attract three-to-one federal matching funds.

*Athens Banner Herald-Daily News*
March 12, 1972

# Busbee Orders Medicaid's Asset Rules Stiffened

By Fran Hesser
Constitution Staff Writer

*'At the same time, the public resents footing the bill for the elderly citizens whose relatives or associates are enjoying the fruits of the divested assets'*

*—Gov. George Busbee*

Gov. George Busbee said Thursday he has ordered state Medicaid regulations stiffened to stop elderly or sick Georgians from giving their money and property to relatives to force the public to "foot the bill" for nursing-home care.

The governor said he ordered the state regulations amended to track closely new federal legislation which allows states to limit Medicaid eligibility resulting from senior citizens' disposal of assets to qualify for welfare benefits.

Under the federal legislation, states may impose requirements that a person applying for Medicaid eligibility count as assets any property or money given away within the prior two years — or longer, if the amount exceeds $12,000.

Busbee said the state has been pouring money into the Medicaid program during his administration.

In 1968, the first year of the program, Medicaid benefits in Georgia totaled $28 million.

Busbee estimated the program would cost $200 million in 1982.

He said more than 40 percent of the Medicaid benefits are paid for nursing-home care for less than 10 percent of the recipients.

Busbee said the problem of divertiture of assets has been most acute in the area of nursing-home care.

He charged that the process also encouraged the family or others involved to "rid themselves of the elderly person for whom they no longer wish to care.

"At the same time, the public resents footing the bill for the elderly citizens whose relatives or associates are enjoying the fruits of the divested assets," Busbee said.

Also on Thursday, the governor disclosed that West Virginia Gov. Jay Rockefeller had accepted Busbee's invitation to be the guest speaker at the state Democratic Party's annual Jefferson-Jackson Day Dinner.

The $100-a-plate dinner, which will be held at the Hyatt Regency Hotel on March 13, is the party's main fund-raising effort.

At his weekly press conference, the governor also announced that the Georgia Institute of Technology has opened a research center to develop new architectural modifications to aid handicapped citizens in their homes and at work.

Tech's new research center will provide assistance to determine the needs of handicapped people and to test and evaluate technical systems.

Busbee also named a new member to the Board of Natural Resources Thursday and reappointed a member to a new term.

The governor said Robert B. Ormsby of Atlanta is be the new member and Donald J. Carter of Gainesville has been reappointed for another term.

Ormsby, 56, will represent the 5th Congressional District, succeeding Mary Izard whose term has expired.

*Atlanta Constitution, January 9, 1981*

Atlanta Journal-Constitution Aug. 23, 1980 11-A

# Busbee Headed For Europe To Woo Industries For State

FOUR-COUNTRY TRIP
Gov. George Busbee

By Fran Hesser
Constitution Staff Writer

Gov. George Busbee will go on a European safari next week to hunt for foreign industry he hopes to attract to Georgia on the second of his two annual business trips abroad.

Busbee will spend two weeks talking to industrial prospects in England, Holland, Germany and Spain which have become interested in locating in Georgia through the efforts of the international offices of the state Department of Industry and Trade and the Georgia Port Authority.

The governor will have private appointments with the heads of 23 foreign corporations and will see other business prospects in group meetings.

Busbee will leave for Europe on Aug. 28, accompanied by his wife, Mary Beth; Milt Fold, the commissioner of industry and trade, and Fold's assistant, Ron Robinson.

Busbee traditionally takes two trips abroad to woo foreign industrial efforts and to urge foreign purchase of Georgia exports.

Duane Riner, the governor's press secretary, said the governor is seeking high-technology businesses.

Since Busbee became governor in 1975, 867 new manufacturing plants have located in Georgia. Approximately 30 percent of the firms were from foreign nations, Riner said. The new firms have resulted in 60,510 new jobs for the state.

In the same time period, 1,403 firms have expanded.

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# Busbee to Go to Orient to Seek Trade

By TOM CRAWFORD
Journal Staff Writer

Gov. George Busbee and six Georgia businessmen will leave Friday on a two-week trade mission to mainland China, Japan, Taiwan and Hong Kong, the governor's office announced Monday.

Busbee said the trade mission was prompted by an invitation from Deng Xiaoping, vice premier of the People's Republic of China. The governor hosted Deng and Vice Premier Fang Yi when they visited Atlanta last year.

"Several Georgia corporations already have paved the way for a productive business relationship with the People's Republic of China, and it is my hope that we will open the door to further exports of Georgia products and technology in this vast, new marketplace," Busbee said.

During the China visit, Busbee and his business group will meet with officials responsible for the importation of metals, textile machinery, farm products and technology, building construction, electrical generation and electronics.

The businessmen accompanying Busbee are Sidney Topol, president of Scientific Atlanta, Inc.; Georgia Power President Robert Scherer; Atlanta architect John Portman; S.D. Cofer, senior vice president of Southwire Co. in Carrollton; Raiferd Drew, president of Lummus Industries, Inc., in Columbus and Joe Hatfield, president of Fieldale Corp. in Baldwin.

Busbee is also taking along his wife, Mary Beth, his executive assistant Cecil Phillips, and Milton Folds, state commissioner of Industry and Trade.

The business executives traveling with the governor will pay their own travel and lodging expenses on the trip, which begins May 16 and ends June 1.

*Atlanta Journal*
May 13, 1980

**George Busbee**
**blasts federal laws**

# Busbee Takes Over as Head Of U.S. Governors Association

United Press International

DENVER — "The federal umbilical cord is beginning to strangle us," Georgia Gov. George Busbee bluntly told fellow governors in a tough-talking acceptance speech as newly elected chairman of the National Governors Association.

Busbee said Tuesday that edicts from the executive branch, Supreme Court rulings and congressional changes in funding formulas have combined to make it harder for state governments to have the autonomy needed to tailor various domestic programs to fit their individual problems.

"I am tired of the governors being treated as a barrier which must be hurdled in order to implement the federal will," said Busbee. "I am personally tired of spitting into the federal wind."

In each of his six legislative sessions as governor, Busbee said, he has found it more difficult to recommend programs to the Georgia General Assembly without running afoul of federal rules. He said state governments can blame themselves because governors have often been too busy to combat federal encroachment.

"We must either determine that we have the time to spare for an effort to reverse this trend toward federal domination, or accept the fact that we are undermining the office we hold for ourselves and our successors," said Busbee.

As National Governors Association chairman, Busbee said, he would like to establish permanent liason between the governors and the congressional leadership — to give the states a voice in formation of federal programs.

Busbee said the three-day National Governors Association meeting convinced him that other chief executives share his belief "that our federal system is out of balance.

"The pendulums of power, influence and fiscal resources have swung too far in the favor of the federal government," said Busbee. "To me, there is no doubt that the federal umbilical cord is beginning to strangle us."

*Atlanta Journal Aug. 6, 1980*

BEST COPY AVAILABLE

# Floor leaders in Legislature serve as Busbee foot soldiers

By TOM CRAWFORD
*Journal Staff Writer*

Shortly after 9 o'clock each morning of the General Assembly session, a small group of legislators files into the plush office of Gov. George Busbee.

For 15 or 20 minutes, the lawmakers and the governor go over the legislative calendar for that day, review the status of administration measures, study legal summaries of newly introduced bills and discuss the finer points of strategy.

From the governor's office, the five legislators fan out for another day of work as Busbee's administration floor leaders.

It is this quintet that is responsible for introducing and shepherding through the package of bills that Busbee wants to see adopted by the General Assembly.

"It's an honor, but it's a lot of work, too," said Sen. Terrell Starr (D-Forest Park), Busbee's Senate floor leader.

Starr is assisted by Sen. Hugh Gillis (D-Soperton), son of the legendary highway commissioner Jim Gillis, and Sen. Pierre Howard (D-Decatur), a suburban attorney. On the House side, the governor's spear-carriers are Rep. Roy Lambert (D-Madison) and Rep. Bob Argo (D-Athens).

Charlie Tidwell, the governor's legal counsel who monitors the progress of administration bills during the legislative session, said the floor leaders usually succeed in getting more than 95 percent of Busbee's measures adopted.

"Generally, the correctness of the governor's position on a certain issue goes a long way toward selling it, and we've got good people selling it," Tidwell said.

There have been failures, however, such as in the 1980 session when Busbee's handgun control bill and his proposed revision of the state Constitution went up in flames.

Floor leaders are expected to eliminate what Busbee considers bad legislation as well as get the governor's bills passed.

Terrell Starr
'an honor, but work'

"If there's a dog in the pack, we've got to hunt it out," Starr said. "No governor wants to always be vetoing bills. It's better to work it out with the member involved. You do it behind the scenes. You don't want to do it on the floor and embarrass somebody."

See GOVERNOR, 12B

One notable example of Busbee's hit men at work came in last year's session, when a bill was introduced to reduce state income taxes through an adjustment of tax brackets. Busbee felt the bill would damage state revenues, so he had his people kill it in committee.

Tom Perdue, Busbee's executive secretary, said the floor leaders are more than mere messengers who are handed a package of bills and told to go to work.

"We don't call them in on the first day of the session and give them a list of bills and say, 'Get these passed,' " Perdue said. "They've been working with us all fall on the legislation."

In looking for an effective floor leader, Perdue said, "They've certainly got to understand the legislative process. They've got to be as good a listener as a talker. They have to have a thick skin, because they'll have to support things that aren't politically popular and take a lot of heat for it."

For their part, the floor leaders say it is easier to work for Busbee because he is, generally speaking, a popular governor, and he understands the problems a floor leader faces, having been one himself under Gov. Carl Sanders in the 1960s.

Each of the floor leaders, as well as the governor, realizes that loyalties to the home district always have top priority.

"I represent my people first and foremost, and the governor understands that," Starr said. "Sure, there have been bills I couldn't support, but he knows that and he accepts it."

Although the floor leaders generally are loyal to Busbee, they do have occasional philosophical differences. Argo and Starr don't share Busbee's support for the Equal Rights Amendment. Four years ago, Busbee and his assistant Senate floor leader, J. Beverly Langford of Calhoun, disagreed so bitterly over the appointment of a judge that Langford resigned his position and was replaced by Gillis.

Another split occurred last year, when Lambert was the only one of the governor's floor leaders willing to put his name on a bill regulating the sale of handguns.

"Other of his floor leaders said they didn't want anything to do with it," Lambert recalled. "It was a hot potato, a very controversial thing. The polls showed 70 percent of the people favored some kind of gun control, but the NRA and the gun lobbyists and people like that opposed it, and so it got beat."

The gun lobbyists, after succeeding in getting the bill killed in committee, then went after Lambert, supporting his opponent in the Democratic primary later that summer. Lambert survived the challenge to return for another year as House floor leader.

Political fire aside, there are some rewards that come with being a floor leader for the governor.

"You look back over the past few years, and most of the significant legislation has the names of the administration floor leaders on it, so they've really had an impact on the future of the state," Perdue said.

Howard, who harbors ambitions of running for governor or lieutenant governor one day, says the job of floor leader has helped to prepare him for that race.

"I didn't know too much about how the office (of governor) worked, and now I have a better grasp on things," Howard said. "I wouldn't go so far as to call it on the job training, but it has been good experience."

*Atlanta Journal-Constitution*
January 18, 1981

**LESSON TOPIC:** Georgia's Executive Branch

**GRADE LEVEL:** Secondary

**CONCEPTS:** Executive branch

**TERMS:** Agency, board, commission, Constitutional Officer, department

**CONCEPTS:** Students will be able to:

1. Identify the executive department as the major type of agency within the executive branch.
2. Identify the constitutional officer as one of the several major department heads elected by the voters of the state.
3. Discuss how at least one state executive agency affects the lives of average citizens.
4. Identify education, assistance to persons, and transportation as the three major functions state government is involved with in terms of state funding.

**MATERIALS:** Georgia State Government Organization Chart (see preceding lesson) and United States Government Organization Chart.

**PROCEDURES:**

1. List on the board the following terms: agency, board, bureau, commission, committee, council, and department. Explain that these are all terms used to refer to governmental bodies, though there is some difference in their meanings.

   Identify "agency" as a general term used to refer to any governmental body. Identify "department" as the major governmental agency within the executive branch, and that Georgia's government is currently thirty major departments (refer to organization chart). It is to departments that most money is authorized, that most state employees are hired, and most state programs carried out.

2. Have students refer to the top of the organization chart to the following officials: State Superintendent of Schools, Secretary of State, Comptroller General, Governor, Attorney General, Commissioner of Agriculture, Commissioner of Labor, and Lieutenant Governor. These officials are provided for in the state's constitution, to be elected by the voters of the state every four years, and are designated "Constitutional Officers." Because they are elected, and not appointed by the voters, the Governor's power over these officials is less than other state agencies. See how many of the constitutional officers can be identified by name by students. Explain that all Georgians are called upon to fill these offices. Discuss possible implications to democracy where citizens vote for offices when they are unaware of the person currently filling the office.

3. Refer students to the organization chart of the United States Government. Explain that all department heads there are appointed by—and responsible to—the President. Contrast this with the organization chart of Georgia State Government. Here, excluding the Lieutenant Governor, voters—not the Governor—select six department heads and five Public Service Commissioners. Most of the other department heads are appointed by departmental governing boards (with input from the Governor). Have students discuss the implications of this practice on the role of the Governor. For instance, can the Governor truly be "chief executive" or accountable to the people for the operation of the executive branch when he has no voice in the selection of many of the executive department heads. On the other hand, are there

functions of government such as education—which should be out of the hands of the Governor?

4. Assign each student a major department or agency as the topic for a short oral report. Students should attempt to find out

   - when the agency was started
   - highlights of its history
   - what the agency does
   - how the agency's work affects the lives of average citizens
   - the name of the department head, director or commissioner

   As references for research, students can use the *Georgia Official and Statistical Register*, issued every other year by the Office of the Secretary of State and available in many high school libraries or in the county probate judge's office. Or, *The Handbook of Georgia State Agencies*, published by the Institute of Government, is a good source of information. Students may also call the local district office of the agency, or write to the agency at the State Capitol, Atlanta, Georgia 30334.

5. Have students become "media monitors" for two weeks. Their task is to skim daily newspapers and watch the evening news, keeping a record of agencies mentioned and highlights of the stories. Other information that should be recorded includes date and amount of coverage, the size of the news story, and how often it is repeated.

6. Have students look in the phone book—under "Government" in the Yellow Pages or "Georgia—State Government" in the white pages—for state agencies with district or local offices in their community. List three agencies and discuss why they might have local offices in that community.

7. Invite someone from a local state agency to speak to the class about the work of that agency. Before the speaker arrives, have the students make a list of questions, such as:

   - What does your agency do? Describe some of its programs.
   - Describe your job and any experience or training required for it.
   - How does this agency affect the lives of citizens?
   - Are there federal or local counterparts to this agency, and what contact does your agency maintain with them?

8. Each year, about eight out of every ten dollars in the state budget are spent by five state agencies: Education, Human Resources, University System, Transportation, and Medical Assistance. Have students find out some of the programs these agencies offer (see references to procedure 4 above). Then, discuss why these departments account for 80 percent of the state budget.

9. Have students work in groups to reorganize state government. Their goals is to combine all of the departments into five broad categories. These five new departments should include all of the functions of existing departments, and they should be named to reflect their function or purpose. Each group should be prepared to explain why existing functions should logically be grouped into their new departments.

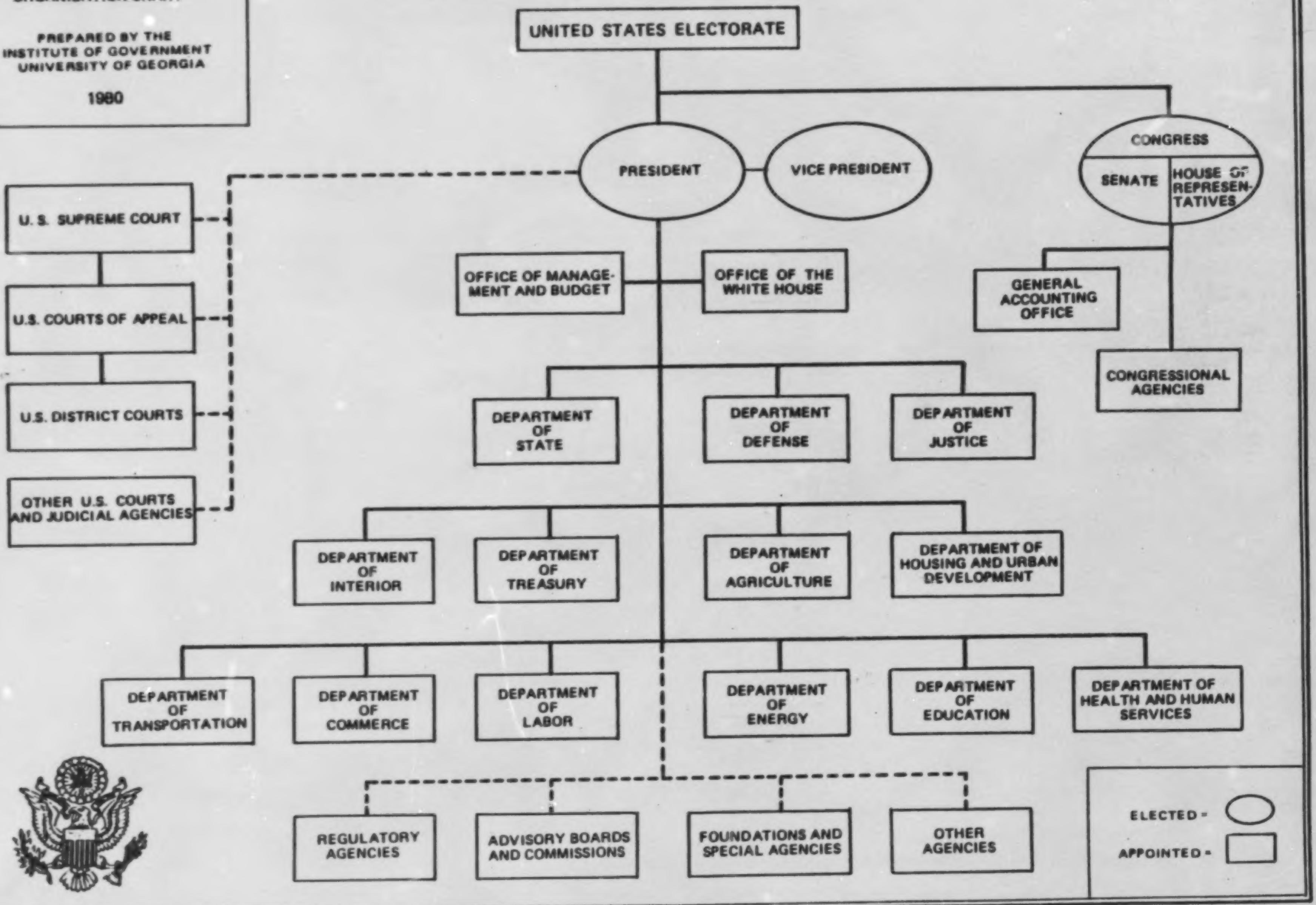
10. Have students list all of the professions and occupations in the Yellow Pages of the phone book. Then, have students compare them with professions licensed by the state (see "Licensing and Examining Boards" on the reverse of the Georgia Government Organization Chart). Discuss why some occupations are licensed and others are not. (Note: some occupations are licensed by other agencies. Lawyers, for instance, are licensed through the State Bar of Georgia.) Explain to students how teachers are licensed.

UNITED STATES GOVERNMENT
ORGANIZATION CHART

PREPARED BY THE
INSTITUTE OF GOVERNMENT
UNIVERSITY OF GEORGIA

1980

# UNITED STATES GOVERNMENT


UNITED STATES ELECTORATE
PRESIDENT
VICE PRESIDENT
CONGRESS
SENATE
HOUSE OF REPRESENTATIVES
U. S. SUPREME COURT
U.S. COURTS OF APPEAL
U.S. DISTRICT COURTS
OTHER U.S. COURTS AND JUDICIAL AGENCIES
OFFICE OF MANAGEMENT AND BUDGET
OFFICE OF THE WHITE HOUSE
GENERAL ACCOUNTING OFFICE
CONGRESSIONAL AGENCIES
DEPARTMENT OF STATE
DEPARTMENT OF DEFENSE
DEPARTMENT OF JUSTICE
DEPARTMENT OF INTERIOR
DEPARTMENT OF TREASURY
DEPARTMENT OF AGRICULTURE
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
DEPARTMENT OF TRANSPORTATION
DEPARTMENT OF COMMERCE
DEPARTMENT OF LABOR
DEPARTMENT OF ENERGY
DEPARTMENT OF EDUCATION
DEPARTMENT OF HEALTH AND HUMAN SERVICES
REGULATORY AGENCIES
ADVISORY BOARDS AND COMMISSIONS
FOUNDATIONS AND SPECIAL AGENCIES
OTHER AGENCIES
ELECTED -
APPOINTED -

**LESSON TOPIC:** Representation

**GRADE LEVEL:** Secondary

**CONCEPTS:** Representation

**TERMS:** Represent, "mirror representation," pure democracy, representative democracy, "instructed delegate," "trustee," constituency, policy constituency, conflict of interest

**OBJECTIVES:** Students will be able to:

1. Contrast a "pure" and "representative" democracy.
2. Identify different viewpoints as to what constitutes representative government.
3. Contrast the two classic theories of representation.
4. Identify some of the difficulties a legislator faces in representing a constituency.
5. Identify situations where conflict of interest may arise in representative government.

**MATERIALS:** Handouts: "How Do State Legislators 'Represent' Their Constituents?," "Summary of Findings on Representation," and newspaper article, "Rep. Logan believes interest bill sound."

**PROCEDURES:**

1. Ask students what the term "represent" means to them. Suggested definitions will probably include: "to act in behalf of," "to act for," and "to act instead of." Explain that because of the importance of representation in our political system, it is important to understand what the concept means, and how legislators perceive their obligation of representing their constituency.

2. Contrast a "pure democracy," where every citizen participates in political decision-making, with a "representative democracy," where the people elect the officials who will make political decisions. Discuss reasons why it would be impossible to operate a nation, state, or large community as a pure democracy today, and why we must have elected representatives.

3. Ask students whether it is necessary that an elected, legislative assembly "mirror" the compoition of the public at large to have "true" representation. That is, is it possible to have representation if the lawmakers do not proportionately reflect the makeup of society (e.g., race, sex, age, occupation, religion, etc.) The assumption of the "mirror theory of representation" is that whites cannot truly "represent" blacks, men cannot "represent" women, etc., and thus an elected assembly must proportionately mirror the various groups in society at lage. Have students discuss whether they agree with this, and if they can see any problems. For instance, if an adult cannot represent a child, this will mean having a substantial number of children and young people in the legislature. Also, how do you guarantee these groups will be elected by the voters in the "correct" proportion on election day? Also, which groups in society will be given seats in the representative assembly and which will not (e.g., men, women, blacks, whites, other majority groups, young people, elderly, rich, poor, Christians, Jews, etc.)

4. Another way of looking at representation is not at the composition of the representative body, but the manner in which legislators decide how to vote on bills and how important it is to vote according to constituency wishes. (At this point, define "constituency" as the citizens who live in the district which

elects a representative. For instance, a member of the General Assembly comes from a House or Senate district, with all the people living in that district termed his constituency.)

To illustrate this point, ask the question: "How many of you feel that on any issue in the legislature, a representative should find out how his constituents feel and then vote according to their wishes?"

Next, ask: "How many of you feel that the voters elect their representative to go to the legislature and use his experience and judgment to decide what is best for his district and the state?"

Typically, some students will support both views of representation, even though they appear to offer contradictory views of representation.

5. Pass out the handout, "How Do State Legislators 'Represent' Their Constituents?," which looks at the two classic theories of representation: the "instructed delegate" and the "trustee."

   Have students read the handout, and then discuss the "instructed delegate" theory, explaining that this theory is based on the idea that since all the people cannot vote on each measure in the legislature, they have to select one of their number to act as their "delegate" and vote as they would vote if they could physically be present.

   Ask students whether they see any problems with this theory of representation. For instance, do all citizens feel the same way on every issue. If not, how do you find out how the constituents feel. What problems arise in only counting the number of letters or phone calls as a measure of how the constituency feels. (Here explain that interest groups–sometimes with only a small number of members–can get all of their members to call and write their representative, making it appear that the entire constituency is for or against a bill.) Also, what about the hundreds and thousands of bills that come up where a representative hears nothing from the constituents.

   Next, have students look at the "trustee" theory of representation, which suggests that a representative is not a robot-like official whose sole job is to vote like the constituents tell him to vote, but rather has an obligation to act as their "trustee". In this capacity, acting in the constituents' behalf" is more important than acting according to their wishes, since the average citizen will often not have access to the information or testimony that the legislator has.

   Ask students whether they see any problems with this theory of representation. What, for instance, will probably happen to a representative who consistently refuses to listen to constituency wishes. Is the "trustee" rationale–taken to its logical extension–not a rationale for a benevolent despot or monarch?

   Finally, look at the "politico" concept of representation. Although not a classic theory, it does amount to a type of compromise between the two theories.

6. Hand out "Summary of Findings on Representation" and have students discuss each of the findings and what it suggests for representative government.

7. Hand out the copy of the newspaper article, "Rep. Logan believes interest bill sound."

   a. Have students read this news article and decide which representational role Rep. Logan appears to be following on this issue. Have students circle the specific quotations of Rep. Logan that give them the clue.

b. Special interests which are affected by a particular bill are sometimes term "policy constituencies." Have students identify some of the policy constituencies concerned with this bill.

c. Legislators frequently ask to be appointed to standing committees whose jurisdiction includes the area of interest, occupation, or business that legislator is involved with in private life. Thus, a legislator who is a farmer may ask to serve on the agricultural committee. A teacher may ask to be placed on the education committee. In this article, Rep. Logan, a bank director, serves on the House Banks and Banking Committee.

   Have students discuss the advantages of this practice. Under what circumstances could a conflict of interest develop? What safeguards might prevent a conflict of interest? (e.g., enforcement of a rule which prohibits a legislator from voting on a bill which will affect his private interests; or balancing the committee with a majority of non-affected legislators).

## HOW DO STATE LEGISLATORS "REPRESENT" THEIR CONSTITUENTS?

A common question legislators face is: "How do you decide how you will vote on each bill?" Answers generally include one or both of the following: "I try to find out how my constituents feel and vote accordingly," or "I vote according to what I think is in the best interests of my constituents."

No single tradition of representation has entirely dominated the American culture, although it is clear that we have been influenced by two classic theories of representation: the "instructed delegate" and "trustee."

*Instructed Delegate.* The "instructed delegate" theory of representation is characterized by the importance of constituency preference as a guide for a legislator's behavior. How this is put into practice is not always clear, but there is a general consensus that the legislator should not use his personal judgment *against* constituency wishes.

Three variations of the "instructed delegate" idea are:

1. The legislator should follow explicit instructions from his constituents without exercising personal discretion.
2. The legislator should exercise some discretion, but should consult with his constituents before doing anying new or controversial.
3. The legislator should act as he thinks his constituents would want, unless he receives instructions from the, which he must obey.

*Trustee.* The "trustee" concept assumes that acting in response to the views of constituents is not the same, nor as important, as acting in the interests of the constituents. This conclusion is based on three often-cited factors: (1) voter ignorance or misunderstanding of issues; (2) voter tendency to act from self-interest; and (3) voter tendency toward hasty, inconsistent, and emotional action or reaction.

The legislator, it is argued, should be free to act according to his conscience and judgment. Because of his better access to knowledge, and his better position to see all sides of an issue, the representative should be free to act according to his best judgment—and not be bound by constituency whim.

*Another Alternative—The "Politico."* Researchers suggest that few legislators commit themselves firmly to a single representation role. Few emerge as true delegates or trustees. Thus, the possibility arises that a great number of legislators pursue both—a stance that has been labelled the "politico" approach to representation.

For example, in the face of conflicting pressures from constituency, friends, associates, interest groups, influentials, editorials, etc., a representative chooses (trustee) which source of pressure he will heed (delegate). He may well choose those pressures closest to his own feelings, discrediting the others as biased or motivated by self-interest, and still feel that he has responded to community feelings and constituency mandate. Or he may alter his own convictions in the process of constituency pressure, and still salvage his personal belief that he should be primarily guided by what *he* feels is right.

## SUMMARY OF FINDINGS ON REPRESENTATION

1. Among both public and legislators, there is little consensus about the concept of representation as it relates to legislative decision-making.
2. Though the public tends to favor the instructed delegate concept over the trustee, there is a great amount of tolerance for the trustee role.
3. Few legislators qualify as "true" delegates or trustees in their actual orientation or behavior.
4. Role *orientations* are often found to differ from actual role *behavior*.
5. The dichotomy between instructed delegate and trustee seems to be an artificial issue for many representatives. That is, although they logically seem to contradict each other, many legislators seem to feel they can be both delegates and trustees at the same time.
6. Few legislators have clear-cut and consistent ideological positions to guide their legislative behavior. The obligations imposed by the instructed delegate orientation are hazy as to how actively, how thoroughly, and how often the representative must seek out and follow constituency preference.
7. *Type* of issue is important in looking at representative role orientation. Generally, the impact of constituency should be greater on highly visible issues, on issues of direct importance to the representative's district, and on issues where the legislator is undecided and pressure is exerted.
8. On even a single issue, a legislator may pursue different roles at different stages of the legislative process. This can mean adopting one role for floor debate, public speeches, and final roll call votes, and perhaps yet another role for committee meetings and behind-the-scenes activity.
9. Role orientations are subject to change, as, for instance, when a legislator's political ambitions change. Also, length of legislative service may see a shift, generally towards the trustee orientation the longer a legislator is in office.
10. On any single issue that arises, concern with being "representative" is just one of many considerations on the legislator's mind.

# Rep. Logan believes interest bill sound

**By RAY E. TILLEY**
**Staff Writer**

Athens' State Rep. Hugh Logan sees his bill to raise the maximum interest rate on mortgage loans as admittedly inflationary but a salve against a "worse problem," that of a depressed construction industry.

Logan's bill would change the "sunset date" of present law which limits the mortgage rate to 10 percent. Instead of running out on March 31, 1979, and reverting to 9 percent maximum interest, the law would set 11 percent as the maximum and extend to March 31, 1980.

In the meantime, "hopefully, the economy and things would be such that it could revert to 9 percent," Logan told The Daily News.

The senior Clarke County legislator said Thursday that his bill was filed in "what I thought was the best interest of the consumer and the economy and trying to protect a vital part of the economy, the construction industry."

He said the construction trade is vital to the economy, "not only directly but for people like lawyers, accountants, building supply people who are all concerned with the construction industry...and most importantly, to the consumer, to whom shelter is very important."

Logan added, "Due to the high cost of inflation on construction, it's costing more to provide shelter than ever. There's greater demand for money than ever." With interest paid on savings accounts reaching almost to 10 percent, mortgage loan-making institutions cannot afford many home loans at a 10 percent rate, said Logan, who is a director of First National Bank in Athens. First National does not make home loans, he said.

The House Banks and Banking Committee, on which Logan serves, held hearings in December to weigh the effects of letting the 10 percent rate expire.

No consensus was reached by the committee in regard to Logan's present bill, he said, but it was established that investment in real estate development — the only area touched by his bill — is tied to the margin of return allowed in Georgia.

He noted that an 8 percent ceiling on home loans was "adequate" through 1970, but inflation intervened, sending costs skyward. "Money follows the market," and investments would go to neighboring states if returns were higher there, said Logan.

In placing his bill, "I knew it wasn't politically the thing to do. Objectively, raising interest rates adds to inflation," he said. However, a depressed effect in the building industry would spur unemployment and create a "worse problem" than the inflation from a 1 percent hike in the ceiling, according to the legislator.

The bill remains in the banking committee, and Logan said he held no great optimism for its political fate. But he said he has had contacts from spokespersons for the carpet industry and others who are "all for the bill."

Alternatives to raising the mortgage interest ceiling include keeping 10 percent or dropping back to 9. Some states have taken the ceiling off, he noted. "You really can't take the ceiling off and throw it out to the market to seek its own level. You have to set some restraint. We all have a demand for money, and many of us have to borrow."

If Logan's bill passes the General Assembly and is signed into law, borrowers between March 31, 1979, and March 31, 1980, will be assured of a maximum of 11 percent mortgage rates, under the usury law of Georgia.

*--Athens Daily News, Jan. 12, 1979*

**LESSON TOPIC:** Georgia's Legislative Process

**GRADE LEVEL:** Secondary

**CONCEPTS:** Legislature, lawmaking

**TERMS:** Act, bill, bicameral, general law, local law, law, pluralism, standing committee, statute, veto

**OBJECTIVES:** Students will be able to:

1. Identify the role of the legislature within society.
2. Distinguish the state legislature from the U.S. Congress.
3. Identify the General Assembly as the state legislature of Georgia.
4. Describe the basic organization of the state legislature.
5. Identify their own State Representative and Senator.
6. Explain the process by which laws are enacted (or killed).
7. Follow news coverage of important issues facing the state legislature in Georgia.

**MATERIALS:** Handouts: "Pet Peeves," "Lawmaking Activity Sheet," "How A Bill Becomes A Law" (three versions), copy of a bill, "Comparison Between An 'Unperfected' and 'Perfected' Bill. Pamphlets: *Georgia House of Representatives*, *The Georgia Senate*, *Members of the General Assembly of Georgia*, and House and Senate *Committeebooks* (all available free–see accompanying material list, "Materials for Teaching About the Georgia General Assembly").

Filmstrip: "Georgia Lawmakers in Action" (Institute of Government, University of Georgia).

**PROCEDURES:**

1. Have each student make a list of "pet peeves" that bother the student (e.g., commercials on television, loudmouths, braggers, slow drivers, intolerance, bossy teachers, bullies, people who try to be "cool," parents who don't understand, speed limits, being "ripped off," no summer jobs, rising prices, etc.)
2. List these pet peeves on the board, and ask for show of hands on each as to how many other students are bothered by each pet peeve. Tabulate the results (you might want to display the results on a bar graph). This should show where there is a consensus among students, and where a particular pet peeve represents a personal disposition by only one or a few students. Ask students what this suggests about our society–that is, is there a "general will" of the American people, or are there in fact many differing ideas about what is best for people.

   Ask students that if they could look through a magazine of pictures of people, to visualize what a picture of the "average citizen" of their community might look like. Then ask, would the average citizen be young, middle-aged, or old? black or white? male or female? rich or poor? Is there such a thing as the "average citizen?"

   Discuss the concept of "pluralism"–that is, instead of a society for where there is a clear position on every issue that is in the best interests of all people, we are a society composed of many interests, and that the legislature (both state and national) is the forum for attempting to resolve issues in a manner which will benefit the greatest number of interests.

   Discuss what life would be like if everyone felt the same way on every issue.

3. Review the various pet peeves listed on the board. Ask students whether any of these involve minority rights which should be protected from the majority. Explain that every person is a "minority" in one sense or another (e.g., education, wealth, home owner, religion, etc.). Have students give examples of how something about them places them in a minority status in at least one area.

   Discuss the conflict between "majority rule"–which our country was founded on–and "minority rights"–which our country was also founded on. Does a majority of 51% make a position or idea automatically "right?" If not, have students discuss under what circumstances should a minority position or need take precedence over the majority? Also, what are the limits people should go to tolerate people who are different? Finally, when do rights of a minority violate the rights of a majority?

4. Next, have each student suggest a remedy for each pet peeve, using the accompanying handout, "Pet Peeves." Draw the attention of the class to looking at how many remedies involve the need for new rules (or changes to existing ones), and how many do not. For instance, how many of the remedies call for action by some governmental body. If a student's remedy does not suggest the need for a new rule or law, ask students if there is anything government might–or should–do in this case.

5. Pass out handout, "Lawmaking Activity Sheet," and allow students to fill in the answers. Then, review the answers with students, pointing out how to find the name of their State Representative and Senator, as well as Congressman and Senators.

   Distinguish the U.S. Congress as the legislative body for the nation, from the General Assembly as the legislative body of the state. Also, point out that although the official name is "General Assembly," our state lawmaking body is frequently referred to as the Georgia Legislature.

6. Explain the organization of the General Assembly as similar to most state legislatures: a bicameral (two-house) body, with a House of Representatives and a Senate. Only Nebraska has a unicameral, or one-house, chamber.

   Identify the House as the larger chamber in the General Assembly, with 180 members, and the Senate as the smaller body, with 56 members.

   Explain that each body has a presiding officer, termed "Speaker" in the House and "President" in the Senate. (These officers and their functions are examined in a subsequent lesson).

   Each house is then divided into a number of "standing committees" (so called because they continue from session to session, as opposed to interim or special study committees). Describe the committee as the basic organizational unit of the legislature, and the level where the most inensive phase of the legislative process takes place.

7. Show the filmstrip, "Georgia Lawmakers in Action" to portray the legislative process in Georgia. Prior to showing it, however, give students the handout, "How A Bill Becomes A Law," so that during the filmstrip, they can follow the legislative process on their chart. If possible, invite the State Representative or Senator from your district to be present in class during the showing of the filmstrip to discuss in detail the legislative process with students. Have students think of questions to ask the legislator before he or she comes to class.

8. Pass out the copy of a bill on handgun registration. Explain that this is what a bill essentially looks like while it is being studied in the legislature.

9. To give students a better idea of what the legislative process is about, and how committees "perfect" legislation (that is, improve a bill), have students break up into groups of five or six students each with a task of looking at the language of the bill, determining if any changes or new provisions are needed, and then rewriting the bill if necessary. After five to ten minutes, have each group report of the changes they made, and record these final versions on the board.

   Next, with a copy of the handout, "Comparison Between An 'Unperfected' and 'Perfected' Bill" to refer to, ask students such questions as: "What does the term 'handgun' include?" "How would you define 'handgun' and why would there need to be a definition in the law?" "Is the penalty fair?" (You cannot have an open-ended fine like that provided: ". . . not less than $5,000.") Then, go over the bill in its "perfected" form, explaining why each of these changes or additions can be important.

10. If copies of *The Model Legislature* (Institute of Government, University of Georgia) are available in your school, have students act out a model legislature. (See "Teacher Strategy" section on "Simulations, Games, and Role Plays" in this handbook.) Have each student draft a bill, using the bill drafting guide, followed by committee study and floor debate and voting.

11. If this lesson is used during the late fall or in spring, have students review the newspaper for articles about the General Assembly and important issues facing the legislature. Keep a file or bulletin board on these articles.

12. Plan a field trip to the Capitol during the legislative session so students can observe the real-life process of making laws in Georgia. (See "Taking a Class Field Trip to Georgia's State Capitol" in this handbook).

## "PET PEEVE" Worksheet

1. My "pet peeve" is ________________________________________

________________________________________________

________________________________________________

________________________________________________

2. Describe what you would like to see done (such as passing a new rule) to do something about this pet peeve: ______________________________

________________________________________________

________________________________________________

________________________________________________

________________________________________________

3. If your remedy calls for passing a new rule or law, what should be the penalty for breaking this rule or law? ______________________________

________________________________________________

________________________________________________

________________________________________________

4. For your remedy, think about the following:

| | *Yes* | *No* |
|---|---|---|
| *Is the remedy fair to all people?* | ____ | ____ |
| *Will it be difficult to enforce this remedy?* | ____ | ____ |
| *Are there other ways to solve the problem?* | ____ | ____ |
| *Will there be any cost to the remedy, and if so, is it worth it?* | ____ | ____ |
| *Will people lose any of their basic liberties because of the remedy?* | ____ | ____ |
| *Is your remedy clear in its language as to who it will apply to, under what circumstances, and how the penalty will be applied?* | ____ | ____ |

## LAWMAKING ACTIVITY SHEET

*Fill in with the correct answers*

1. The name of my Representative in the General Assembly is ______________________________

______________________________________________________________

2. The name of my Senator in the General Assembly is ______________________________

______________________________________________________________

3. I live in the __________ Congressional District. My Congressman in the U. S. House of Representatives is ______________________________________________

4. The names of my two Senators in the U. S. Senate are ______________________________

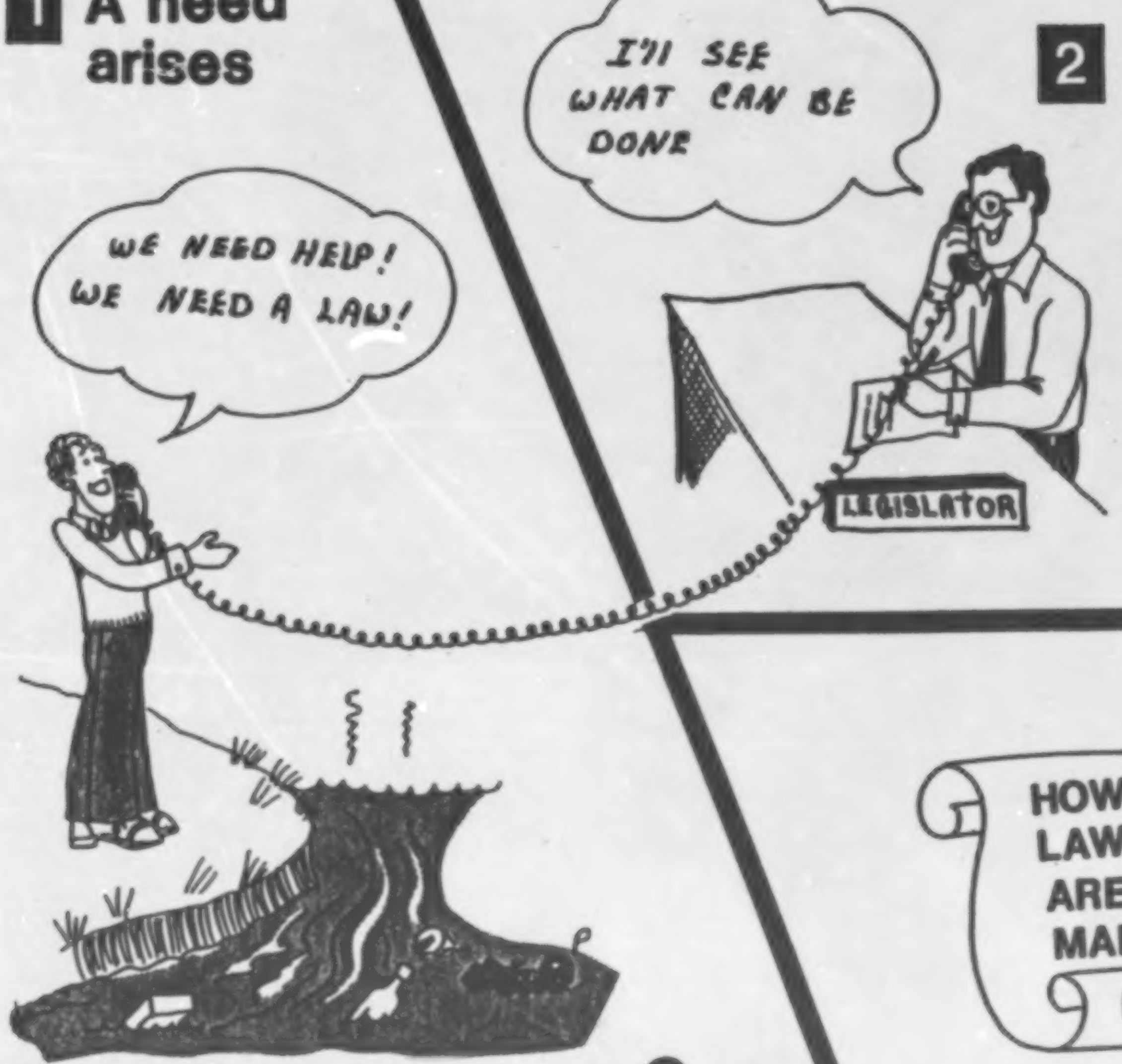
______________________________________________________________

*Matching*

| | | | | |
|---|---|---|---|---|
| ______ | 1. | Name of Georgia's legislature | a. | Bill |
| ______ | 2. | A proposed law being studied by legislators | b. | Congress |
| ______ | 3. | City where Georgia General Assembly meets | c. | Senate |
| ______ | 4. | Larger house of the legislature | d. | Washington, D. C. |
| ______ | 5. | City where Congress meets | e. | Capitol |
| ______ | 6. | Name of legislature for the United States | f. | House of Representatives |
| ______ | 7. | Smaller house of the legislature | g. | General Assembly |
| ______ | 8. | Building where legislature meets | h. | Atlanta |

## 1 A need arises

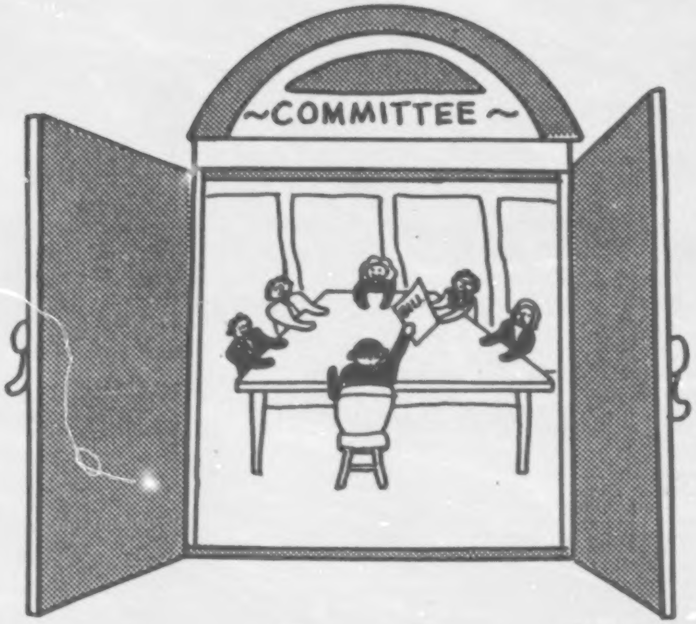
## 2 A new law... called a "Bill" is proposed


I'll SEE WHAT CAN BE DONE
WE NEED HELP! WE NEED A LAW!
LEGISLATOR

HOW LAWS ARE MADE

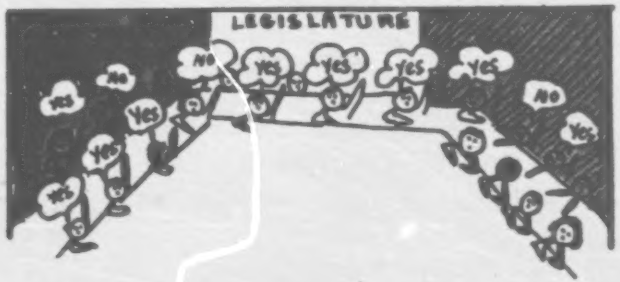
Page 1

**3** **The bill is studied in a committee. If the committee thinks the bill is needed,**


~COMMITTEE~
BILL

HOW
LAWS
ARE
MADE
Page 2

**4** **All legislators vote whether to pass the bill. If passed, the bill is then sent to the Governor, who...**


LEGISLATURE
NO
YES
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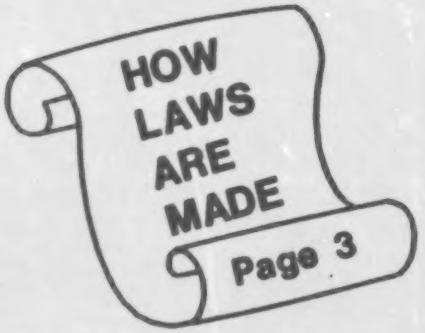
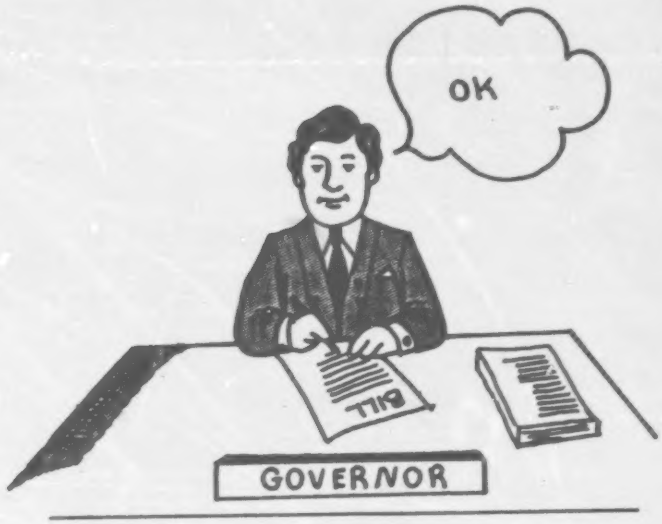
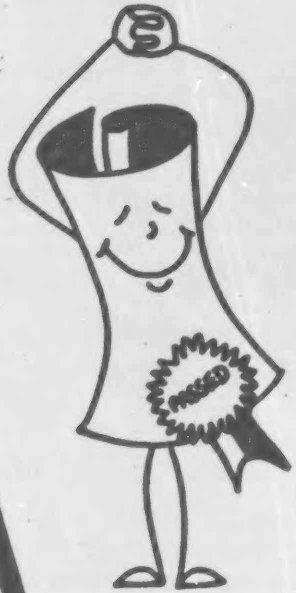
YES
YES
NO
YES

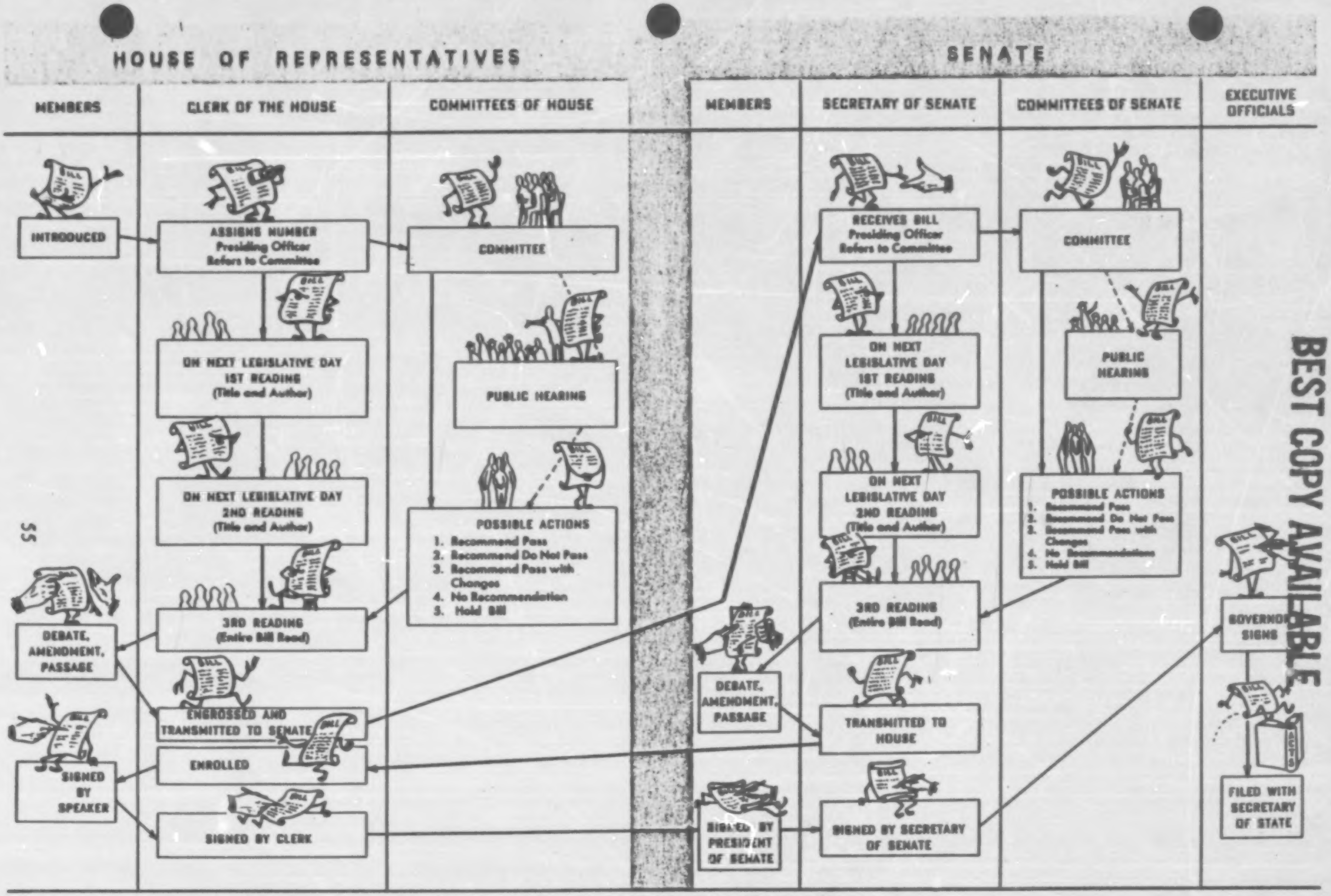

HOW
LAWS
ARE
MADE
Page 3

**5** must approve the bill.
If approved by the Governor, ...


OK
BILL
GOVERNOR

**6**
The bill becomes a law.




HOUSE OF REPRESENTATIVES
SENATE
MEMBERS
CLERK OF THE HOUSE
COMMITTEES OF HOUSE
MEMBERS
SECRETARY OF SENATE
COMMITTEES OF SENATE
EXECUTIVE OFFICIALS
INTRODUCED
ASSIGNS NUMBER Presiding Officer Refers to Committee
COMMITTEE
ON NEXT LEGISLATIVE DAY 1ST READING (Title and Author)
PUBLIC HEARING
ON NEXT LEGISLATIVE DAY 2ND READING (Title and Author)
POSSIBLE ACTIONS
1. Recommend Pass
2. Recommend Do Not Pass
3. Recommend Pass with Changes
4. No Recommendation
5. Hold Bill
3RD READING (Entire Bill Read)
DEBATE, AMENDMENT, PASSAGE
ENGROSSED AND TRANSMITTED TO SENATE
ENROLLED
SIGNED BY SPEAKER
SIGNED BY CLERK
RECEIVES BILL Presiding Officer Refers to Committee
COMMITTEE
ON NEXT LEGISLATIVE DAY 1ST READING (Title and Author)
PUBLIC HEARING
ON NEXT LEGISLATIVE DAY 2ND READING (Title and Author)
POSSIBLE ACTIONS
1. Recommend Pass
2. Recommend Do Not Pass
3. Recommend Pass with Changes
4. No Recommendation
5. Hold Bill
3RD READING (Entire Bill Read)
DEBATE, AMENDMENT, PASSAGE
TRANSMITTED TO HOUSE
SIGNED BY PRESIDENT OF SENATE
SIGNED BY SECRETARY OF SENATE
GOVERNOR SIGNS
ACTS
FILED WITH SECRETARY OF STATE
BILL

BEST COPY AVAILABLE

This chart is based on a bill introduced in the House. Bills may also originate in the Senate.

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### CONFERENCE COMMITTEE

If the two houses have difficulty reaching agreement on a measure, a Conference Committee may be established with representatives of both houses. To complete passage both houses must agree.

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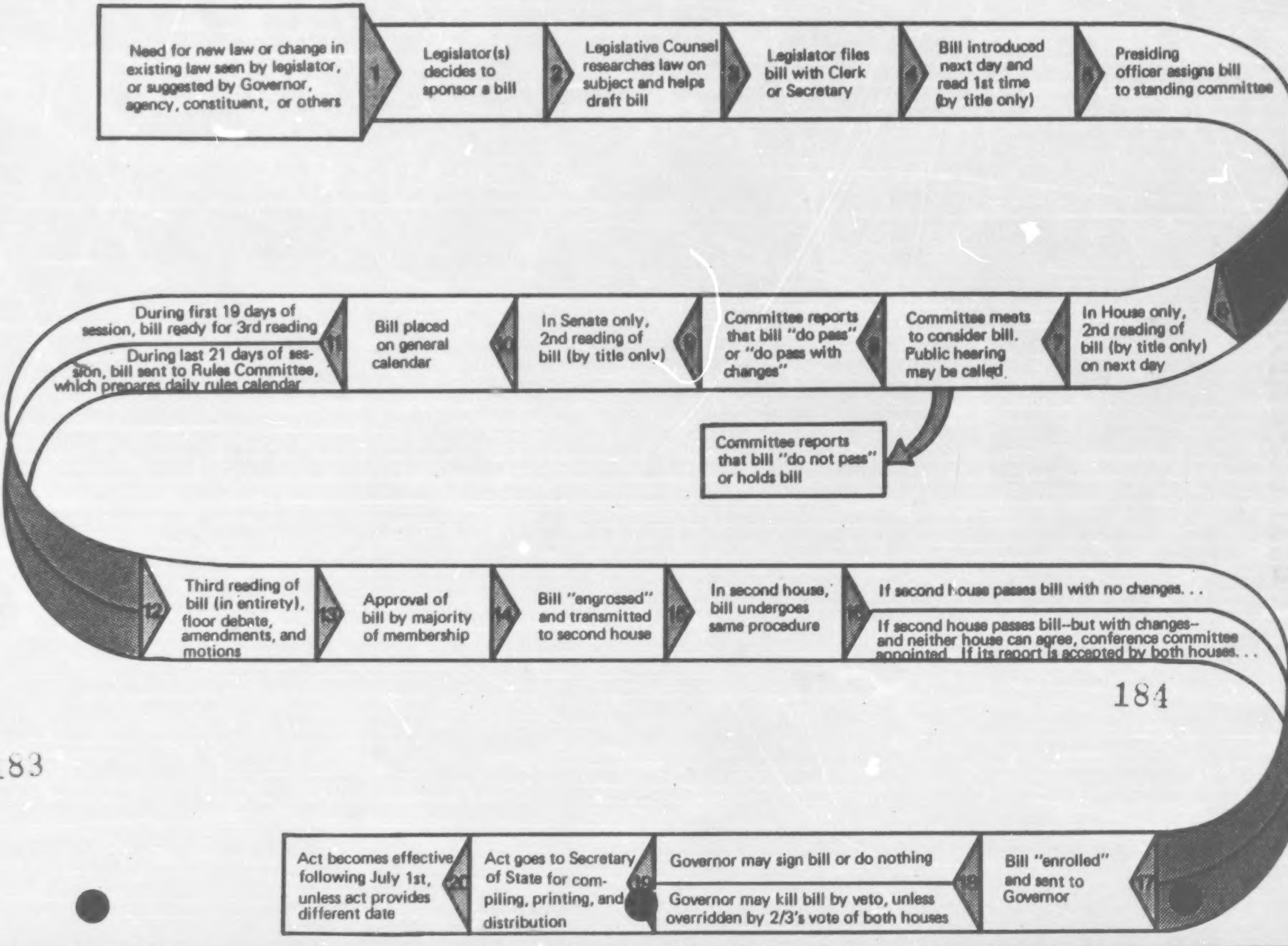
### VETO

The Governor may veto a bill within 5 days after receipt. If he fails to approve within 30 days, bill becomes law without his approval. If he vetoes, the General Assembly may override veto by a two-thirds vote of total membership of House and Senate.

# HOW A BILL BECOMES A LAW



Need for new law or change in existing law seen by legislator, or suggested by Governor, agency, constituent, or others

Legislator(s) decides to sponsor a bill

Legislative Counsel researches law on subject and helps draft bill

Legislator files bill with Clerk or Secretary

Bill introduced next day and read 1st time (by title only)

Presiding officer assigns bill to standing committee

In House only, 2nd reading of bill (by title only) on next day

Committee meets to consider bill. Public hearing may be called

Committee reports that bill "do not pass" or holds bill

Committee reports that bill "do pass" or "do pass with changes"

In Senate only, 2nd reading of bill (by title only)

Bill placed on general calendar

During first 19 days of session, bill ready for 3rd reading

During last 21 days of session, bill sent to Rules Committee, which prepares daily rules calendar

Third reading of bill (in entirety), floor debate, amendments, and motions

Approval of bill by majority of membership

Bill "engrossed" and transmitted to second house

In second house, bill undergoes same procedure

If second house passes bill with no changes. . .

If second house passes bill--but with changes--and neither house can agree, conference committee appointed. If its report is accepted by both houses. . .

Bill "enrolled" and sent to Governor

Governor may sign bill or do nothing

Governor may kill bill by veto, unless overridden by 2/3's vote of both houses

Act goes to Secretary of State for compiling, printing, and distribution

Act becomes effective following July 1st, unless act provides different date

House Bill 312

By: Representative Lane of the 14th

## A BILL TO BE ENTITLED
## AN ACT

To require the registration and licensing of all handguns; to provide penalties; and to provide for an effective date.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA:

Section 1. Any and all handguns of any size shall be registered and licensed.

Section 2. Registering and licensing will be controlled by the Department of Public Safety.

Section 3. Failure to comply with this law will result in imprisonment and a fine. Imprisonment will be not more than 90 days and the fine shall not be less than $5,000.

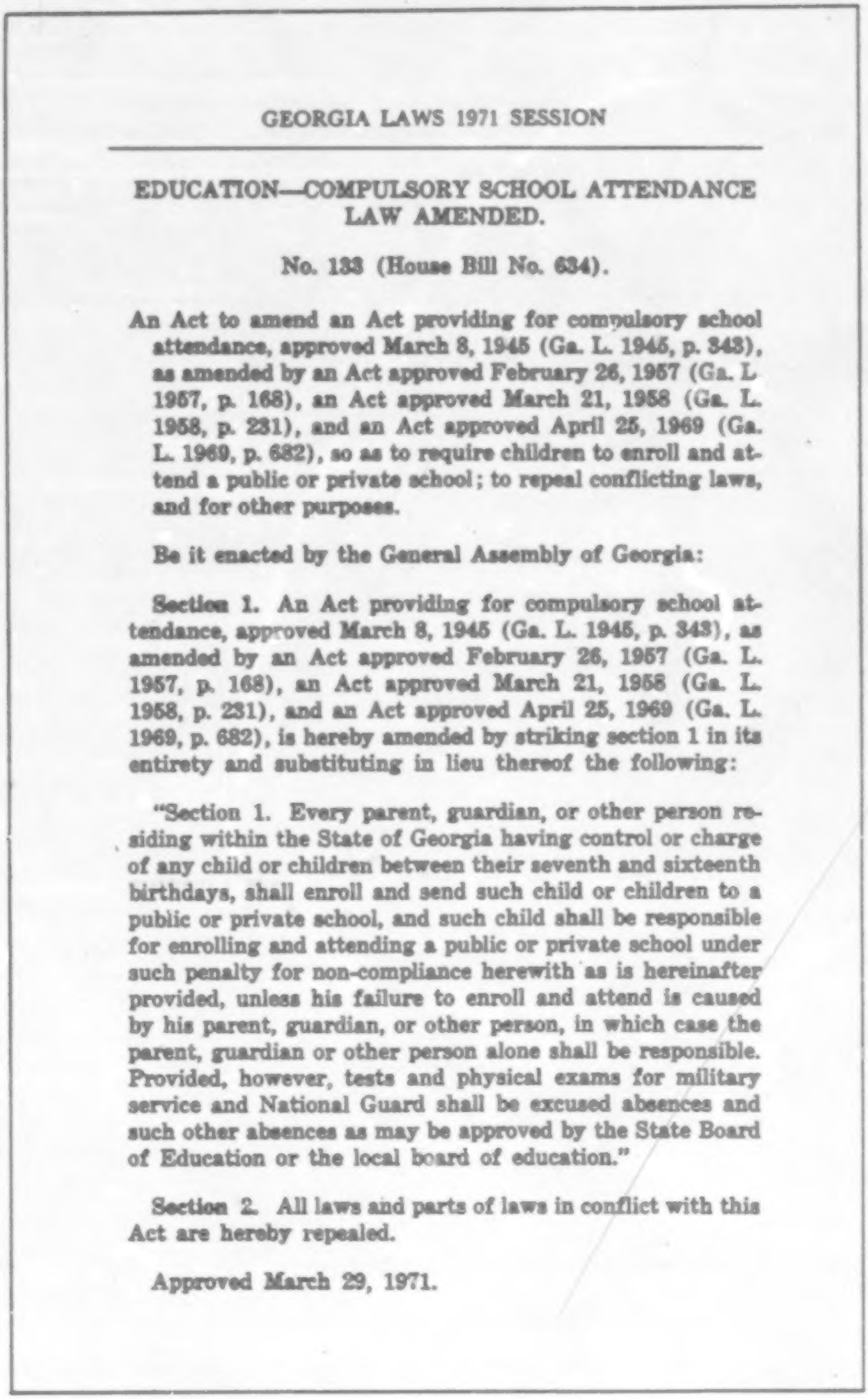
Section 4. All laws in conflict with this Act are hereby repealed.

Section 5. This Act shall become effective sixty days following approval by the Governor.

## COMPARISON BETWEEN AN "UNPERFECTED" AND "PERFECTED" BILL

| *"Unperfected Bill"* | *"Perfected Bill"* |
|---|---|
| House Bill 312 | House Bill 312 |
| By: Representative Lane of the 14th | By: Representative Lane of the 14th |
| A BILL TO BE ENTITLED | A BILL TO BE ENTITLED |
| AN ACT | AN ACT |
| To require the registration and and licensing of handguns. | To prove for the registration and licensing of all handguns; to provide definitions; to provide for powers of the Department of Public Safety; to provide for fees; to provide penalties; and to provide for an effective date. |
| BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA: | BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA: |
| Section 1. Any and all handguns of any size shall be registered and licensed. | Section 1. Definitions. As used in this Act, the term "handgun" shall mean any caliber pistol, revolver, or short barreled firearm of less than 15 inches in length, except that it shall not include (a) inoperative antique firearms; (b) firearms on display in any bona fide state, county, municipal, or private museum; (c) firearms subject to wholesale or resale by manufacturers, wholesalers, or dealers licensed under the laws of this state; and (d) target pistols which fire a projectile .177 claiber or less by means of compressed air or gas. |
| Section 2. Registering and licensing will be controlled by the Department of Public Safety. | Section 2. Any persons who shall own, possess, purchase, or receive a handgun shall make application for a license for that handgun from the Department of Public Safety. Applications for a license must be accompanied by an affidavit of the applicant under oath stating that the applicant is a citizen of the United States, has reached the age of 21, and has not been convicted of a felony. |

| *"Unperfected Bill"* | *"Perfected Bill"* |
|---|---|
|  | Section 3. Each license shall indicate the registration or serial number of the handgun. |
|  | Section 4. The annual license fee for each handgun licensed under provisions of this Act shall be $3.00. |
|  | Section 5. The Department of Public Safety shall have the power to revoke any license granted by it, after proper hearing, for fraud or willful misrepresentation of facts upon application for license, or for conviction of any felony under the laws of the State of Georgia. |
| Section 3. Failure to comply with this law will result in imprisonment and a fine. Imprisonment will be not more than 90 days and the fine shall not be less than $5,000. | Section 6. Failure to comply with Sections 2 or 3 of this Act shall be subject to confiscation of each unlicensed handgun, and a fine of not more than $500 for a first offense, and/or imprisonment of not more than 90 days. Subsequent conviction of a second offense under this Act shall be treated as a felony. |
|  | Section 7. The Department of Public Safety shall have the authority to adopt reasonable rules and regulations to carry out the provisions of this Act. |
| Section 4. All laws in conflict with this Act are hereby repealed. | Section 8. All laws and parts of laws in conflict with this Act are hereby repealed. This Act shall be cumulative to any city or county ordinances regulating the carrying or use of handguns in public places. |
| Section 5. This Act shall become effective sixty days following approval by the Governor. | Section 9. This Act shall become effective one year following approval by the Governor. |



GEORGIA LAWS 1971 SESSION

## EDUCATION—COMPULSORY SCHOOL ATTENDANCE LAW AMENDED.

No. 133 (House Bill No. 634).

An Act to amend an Act providing for compulsory school attendance, approved March 8, 1945 (Ga. L. 1945, p. 343), as amended by an Act approved February 26, 1957 (Ga. L. 1957, p. 168), an Act approved March 21, 1958 (Ga. L. 1958, p. 231), and an Act approved April 25, 1969 (Ga. L. 1969, p. 682), so as to require children to enroll and attend a public or private school; to repeal conflicting laws, and for other purposes.

Be it enacted by the General Assembly of Georgia:

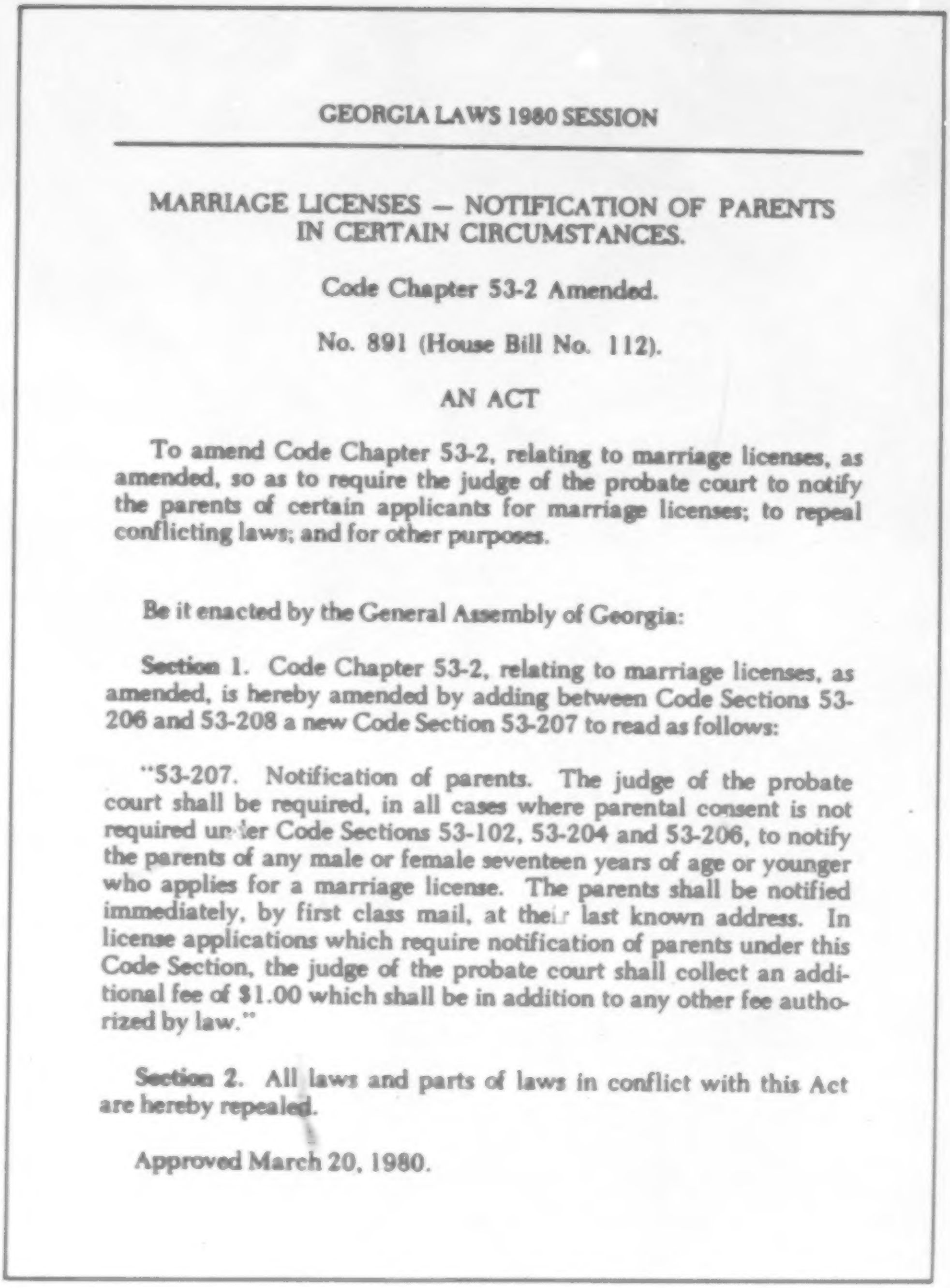
**Section 1.** An Act providing for compulsory school attendance, approved March 8, 1945 (Ga. L. 1945, p. 343), as amended by an Act approved February 26, 1957 (Ga. L. 1957, p. 168), an Act approved March 21, 1958 (Ga. L. 1958, p. 231), and an Act approved April 25, 1969 (Ga. L. 1969, p. 682), is hereby amended by striking section 1 in its entirety and substituting in lieu thereof the following:

"Section 1. Every parent, guardian, or other person residing within the State of Georgia having control or charge of any child or children between their seventh and sixteenth birthdays, shall enroll and send such child or children to a public or private school, and such child shall be responsible for enrolling and attending a public or private school under such penalty for non-compliance herewith as is hereinafter provided, unless his failure to enroll and attend is caused by his parent, guardian, or other person, in which case the parent, guardian or other person alone shall be responsible. Provided, however, tests and physical exams for military service and National Guard shall be excused absences and such other absences as may be approved by the State Board of Education or the local board of education."

**Section 2.** All laws and parts of laws in conflict with this Act are hereby repealed.

Approved March 29, 1971.

Example of a "General Act"



GEORGIA LAWS 1980 SESSION

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## MARRIAGE LICENSES — NOTIFICATION OF PARENTS IN CERTAIN CIRCUMSTANCES.

Code Chapter 53-2 Amended.

No. 891 (House Bill No. 112).

### AN ACT

To amend Code Chapter 53-2, relating to marriage licenses, as amended, so as to require the judge of the probate court to notify the parents of certain applicants for marriage licenses; to repeal conflicting laws; and for other purposes.

Be it enacted by the General Assembly of Georgia:

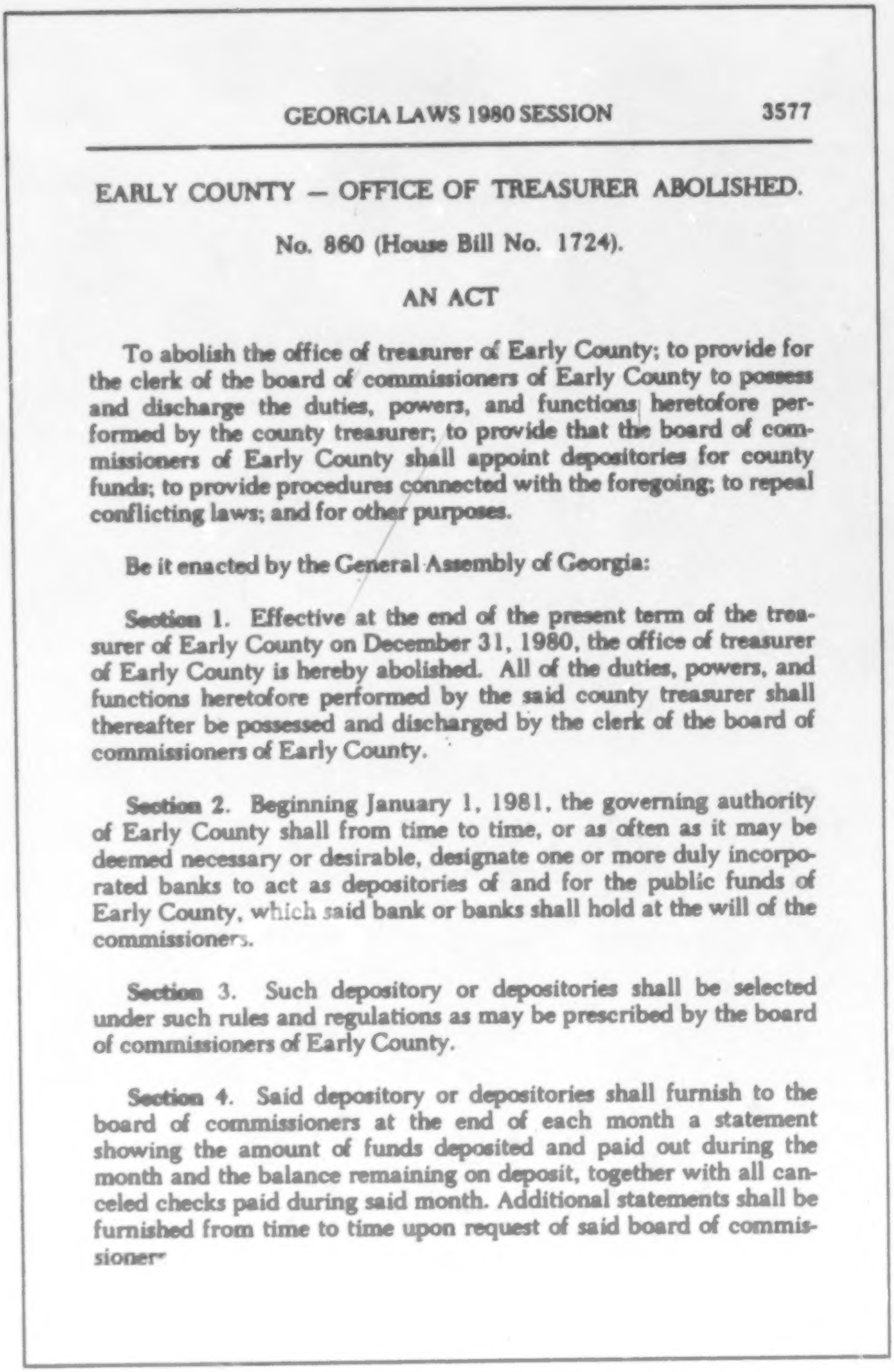
**Section** 1. Code Chapter 53-2, relating to marriage licenses, as amended, is hereby amended by adding between Code Sections 53-206 and 53-208 a new Code Section 53-207 to read as follows:

"53-207. Notification of parents. The judge of the probate court shall be required, in all cases where parental consent is not required under Code Sections 53-102, 53-204 and 53-206, to notify the parents of any male or female seventeen years of age or younger who applies for a marriage license. The parents shall be notified immediately, by first class mail, at their last known address. In license applications which require notification of parents under this Code Section, the judge of the probate court shall collect an additional fee of $1.00 which shall be in addition to any other fee authorized by law."

**Section** 2. All laws and parts of laws in conflict with this Act are hereby repealed.

Approved March 20, 1980.

Example of a "General Act"



GEORGIA LAWS 1980 SESSION 3577

### EARLY COUNTY — OFFICE OF TREASURER ABOLISHED.

No. 860 (House Bill No. 1724).

### AN ACT

To abolish the office of treasurer of Early County; to provide for the clerk of the board of commissioners of Early County to possess and discharge the duties, powers, and functions heretofore performed by the county treasurer; to provide that the board of commissioners of Early County shall appoint depositories for county funds; to provide procedures connected with the foregoing; to repeal conflicting laws; and for other purposes.

Be it enacted by the General Assembly of Georgia:

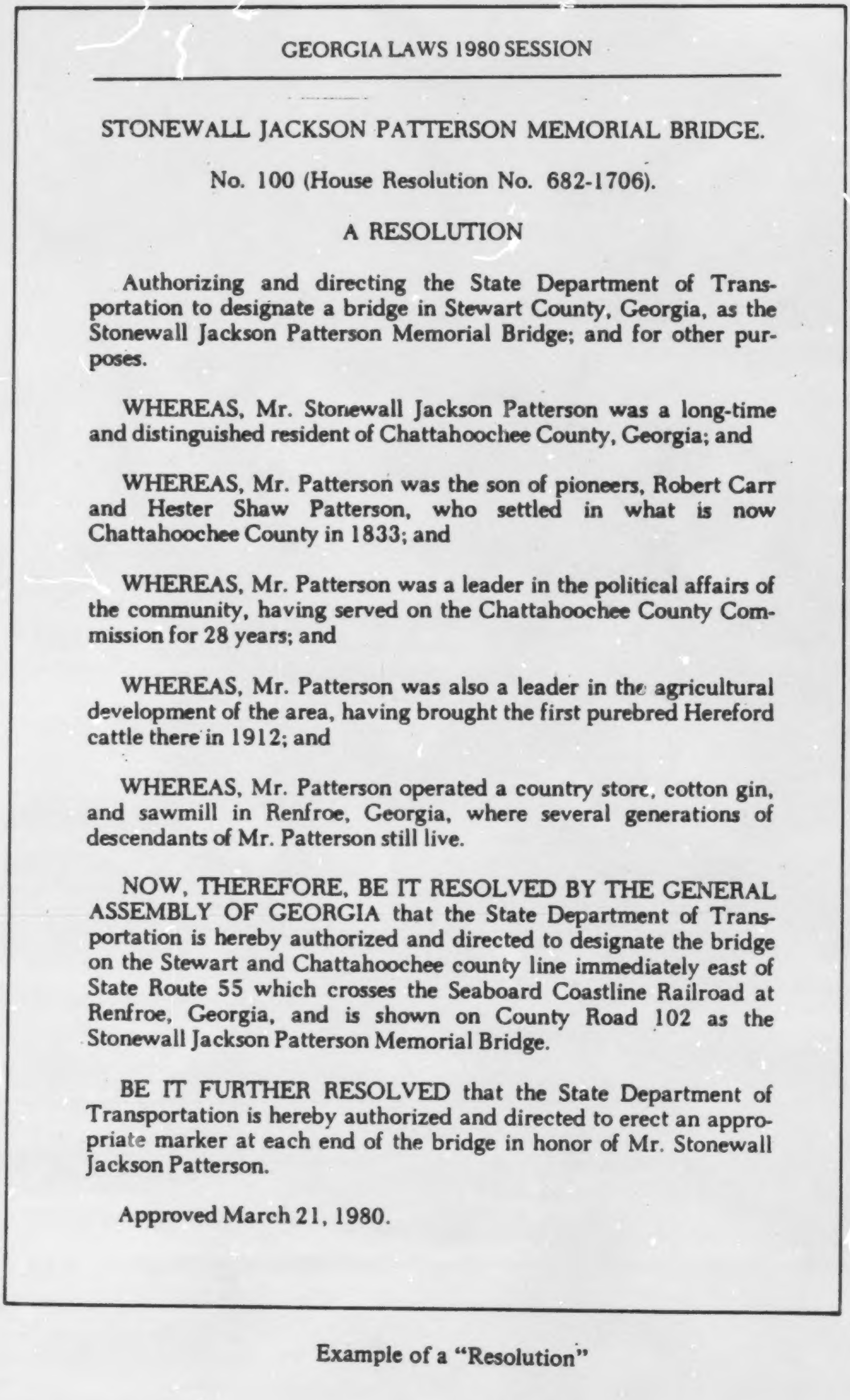
**Section 1.** Effective at the end of the present term of the treasurer of Early County on December 31, 1980, the office of treasurer of Early County is hereby abolished. All of the duties, powers, and functions heretofore performed by the said county treasurer shall thereafter be possessed and discharged by the clerk of the board of commissioners of Early County.

**Section 2.** Beginning January 1, 1981, the governing authority of Early County shall from time to time, or as often as it may be deemed necessary or desirable, designate one or more duly incorporated banks to act as depositories of and for the public funds of Early County, which said bank or banks shall hold at the will of the commissioners.

**Section 3.** Such depository or depositories shall be selected under such rules and regulations as may be prescribed by the board of commissioners of Early County.

**Section 4.** Said depository or depositories shall furnish to the board of commissioners at the end of each month a statement showing the amount of funds deposited and paid out during the month and the balance remaining on deposit, together with all canceled checks paid during said month. Additional statements shall be furnished from time to time upon request of said board of commissioner

Example of a “Local Act”



GEORGIA LAWS 1980 SESSION

## STONEWALL JACKSON PATTERSON MEMORIAL BRIDGE.

No. 100 (House Resolution No. 682-1706).

### A RESOLUTION

Authorizing and directing the State Department of Transportation to designate a bridge in Stewart County, Georgia, as the Stonewall Jackson Patterson Memorial Bridge; and for other purposes.

WHEREAS, Mr. Stonewall Jackson Patterson was a long-time and distinguished resident of Chattahoochee County, Georgia; and

WHEREAS, Mr. Patterson was the son of pioneers, Robert Carr and Hester Shaw Patterson, who settled in what is now Chattahoochee County in 1833; and

WHEREAS, Mr. Patterson was a leader in the political affairs of the community, having served on the Chattahoochee County Commission for 28 years; and

WHEREAS, Mr. Patterson was also a leader in the agricultural development of the area, having brought the first purebred Hereford cattle there in 1912; and

WHEREAS, Mr. Patterson operated a country store, cotton gin, and sawmill in Renfroe, Georgia, where several generations of descendants of Mr. Patterson still live.

NOW, THEREFORE, BE IT RESOLVED BY THE GENERAL ASSEMBLY OF GEORGIA that the State Department of Transportation is hereby authorized and directed to designate the bridge on the Stewart and Chattahoochee county line immediately east of State Route 55 which crosses the Seaboard Coastline Railroad at Renfroe, Georgia, and is shown on County Road 102 as the Stonewall Jackson Patterson Memorial Bridge.

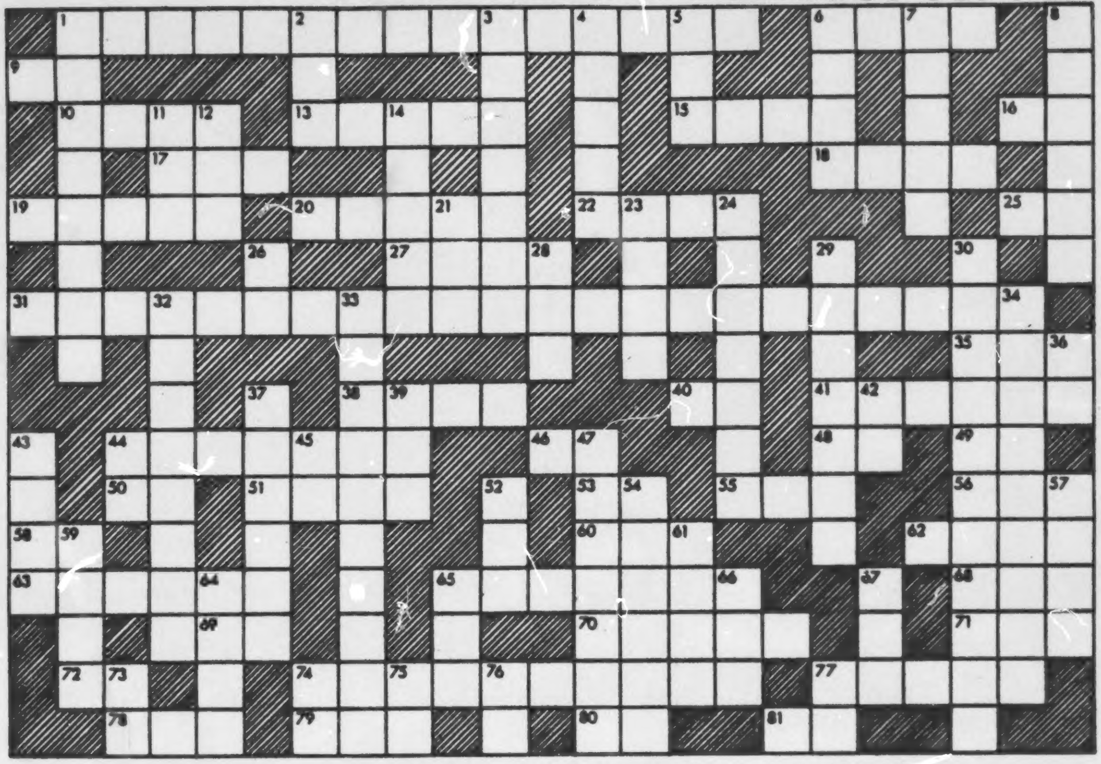
BE IT FURTHER RESOLVED that the State Department of Transportation is hereby authorized and directed to erect an appropriate marker at each end of the bridge in honor of Mr. Stonewall Jackson Patterson.

Approved March 21, 1980.

Example of a "Resolution"

BEST COPY AVAILABLE

# LEGISLATIVE CROSSWORD PUZZLE



## ACROSS

1. Formal title of Georgia's legislative body (2 words)
6. Hectic pace
9. On voting machine's tally board, a red light beside a member's name signifies a______vote
10. How a Governor can prevent a bill passed by the legislature from becoming law
13. Introduction to bill which summarizes contents
15. Name given to specific location at front of legislative chamber from which a member may address the body or debate a bill
16. Conjunction
17. In announcing candidacy, one is often said to throw his______in the ring
18. Not early
19. Sometimes, the presiding officer must restore______when proceedings become too lively
20. Staff officer in the House with whom bills are introduced
22. With many people on the floor, it sometimes is difficult for legislators to______the speaker in the well
25. American League (abbrev.)
27. To assemble
31. Largest of two houses in General Assembly (3 words)
35. Precious stone
38. Not Hard
40. Atop
41. What a veteran legislator might give a new member on occasion
44. Building where legislature meets
46. Georgia (abbrev.)
48. Adjoining state to the north (abbrev.)
49. Prefix to a resolution's number indicating a Senate Resolution
50. Adjoining state to the north (2-letter postal abbrev.)
51. Covers Georgia's capitol dome
53. This nation (abbrev.)
55. Moving and eloquent debate is sometimes said to be a fine________
56. Allow
58. Suffix added to many adjectives used in comparative context
60. Obtain
62. Time when event occurs
63. Smaller house within legislature
65. Month of convening legislature
68. Shade of brown
69. Feminine personal pronoun
70. To manage or direct strategy for a particular bill
71. Type of vase
72. District attorney (abbrev.)
74. Groupings of legislators appointed to study legislative proposals
77. Feel concern
78. Majority political party in General Assembly (abbrev.)
79. Conjunction
80. Found in the paper to inform public about local bills affecting citizens of that area
81. Pronoun, third person singular (masculine)

## DOWN

1. State's chief executive officer
2. After Governor signs it, a bill becomes an __ ______
3. Presiding officer in the House
4. Month legislature adjourns
5. Another name for an act
6. Form a legislative proposal takes
7. Georgia is one of these
8. To certify the official version of a bill as passed both houses before sending to the Governor
11. Article of speech
12. Used to propel some boats
14. Underlying topic of a book or article
21. Minority political party in legislature (abbrev.)
23. Elections for all members of the General Assembly are held in all ______-numbered years
24. Central interior of the capitol under the dome
26. Preposition indicating direction
28. As the price of coffee goes up, many people are turning to this
29. Georgia's capital
30. One of two names given this state's lawmaking body
32. First capital of Georgia
33. Legislative proposal similar to bill
34. Staff officer in the Senate with whom bills are introduced
36. Pronoun, 1st person sing.
37. Comparative of big
39. Not new
42. Washington, _______
43. Presiding officer in the Senate, formal title (abbrev.)
44. New England state whose capital is Hartford (2-letter postal abbrev.)
45. Preposition
47. Second capital of Georgia
52. Adjoining state to the west (abbrev.)
54. The presiding officer must sometimes order that all persons on the floor of that chamber be______before deliberations can continue
57. Nashville is capital of this state
59. A bill must be______three times in a house before voting on that bill can occur
61. Wood-producing plant
64. Group of players
65. So many bills pile up for consideration during the last few days of a legislative session that a "log-______" is said to occur
66. When using the electronic voting system, a green light besides a member's name means a______vote
67. Number of years of a legislator's term
73. Athletic director (abbrev.)
74. Largest western state (2-letter postal abbrev.)
75. Border southern state whose capital is Annapolis (2-letter postal abbrev.)
76. Form of the verb "am"
77. Pronoun, first person plural

## KEY

## LEGISLATIVE CROSSWORD PUZZLE

| | | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1 G | E | N | E | R | 2 A | L | A | S | 3 S | E | 4 M | B | 5 L | Y | | 6 B | U | 7 S | Y | | 8 E |
| 9 N | O | | | | | C | | | | P | | A | | A | | | I | | T | | | N |
| | 10 V | E | 11 T | 12 O | | 13 T | I | 14 T | L | E | | R | | 15 W | E | L | L | | A | | 16 O | R |
| | E | | 17 H | A | T | | | H | | A | | C | | | | | 18 L | A | T | E | | O |
| 19 O | R | D | E | R | | 20 C | L | E | 21 R | K | | 22 H | 23 E | A | 24 R | | | | E | | 25 A | L |
| | N | | | | 26 T | | | 27 M | E | E | 28 T | | V | | O | | 29 A | | | 30 L | | L |
| 31 H | O | U | 32 S | E | O | F | 33 R | E | P | R | E | S | E | N | T | A | T | I | V | E | 34 S | |
| | R | | A | | | | E | | | | A | | N | | U | | L | | | 35 G | E | 36 M |
| | | | V | | 37 B | | 38 S | 39 O | F | T | | | | 40 O | N | | 41 A | 42 D | V | I | C | E |
| 43 P | | 44 C | A | P | I | 45 T | O | L | | | 46 G | 47 A | | | D | | 48 N | C | | 49 S | R | |
| R | | 50 T | N | | 51 G | O | L | D | | 52 A | | 53 U | 54 S | | 55 A | R | T | | | 56 L | E | 57 T |
| 58 E | 59 R | | N | | G | | U | | | L | | 60 G | E | 61 T | | | A | | 62 D | A | T | E |
| 63 S | E | N | A | 64 T | E | | T | | 65 J | A | N | U | A | R | 66 Y | | | 67 T | | 68 T | A | N |
| | A | | H | 69 E | R | | I | | A | | | 70 S | T | E | E | R | | W | | 71 U | R | N |
| | 72 D | 73 A | | A | | 74 C | O | 75 M | M | 76 I | T | T | E | E | S | | 77 W | O | R | R | Y | |
| | | 78 D | E | M | | 79 A | N | D | | S | | 80 A | D | | | 81 H | E | | | E | | |

## MATERIALS FOR TEACHING ABOUT THE GEORGIA GENERAL ASSEMBLY

1. FROM: Secretary of State
State Capitol
Atlanta, Georgia 30334

*Georgia Official and Statistical Register*. Published Biennially by Department of Archives and History. Detailed biographies of legislators as well as historical datas election results and miscellaneous statistics.

*Georgia Legislative Manual*. Membership, committees and rules of General Assembly. Also information on executive and judicial officers. (Free)

*Georgia Official Directory of State and County Officers* (Free). Names and addresses of all elected and many appointed officials.

*Members of the General Assembly of Georgia* (Free). Names, addresses, occupations of current legislators. Includes photos.

2. FROM: Georgia General Assembly
Office of Legislative Counsel
316 State Capitol
Atlanta, Georgia 30334

*Summary of General Statutes Enacted at the 19__ Session of the General Assembly of Georgia*. (Free) Main features of each general act passed at annual session. Organized by subjects.

Clerk of the House of Representatives or
Secretary of the Senate
State Capitol
Atlanta, Georgia 30334

*Committees of the House of Representatives* (Free)

*Committees of the Georgia State Senate* (Free)

*Rules of the House of Representatives* (Free)

*Rules of the Georgia State Senate* (Free)

*The Georgia Senate* (free)

*The Georgia House of Representatives* (Free)

3. FROM: Institute of Government
Publication Division
Terrell Hall
University of Georgia
Athens, Georgia 30602

*Handbook for Georgia Legislators* 7th Edition) 226 pp., softbound. Membership, organization, powers, procedures, and resources of the Georgia General Assembly. $10.00

*How To Hold a Model Legislature*. 53 pp. Based on rules and procedures of the Georgia General Assembly. Includes Teacher's Instructions. $1.00.

*Georgia Lawmakers in Action*. Slide-tape introduction to history, organization and procedures of the Georgia General Assembly. Filmstrip/cassette, $18.00; slide/cassette, $28.00.

**LESSON TOPIC:** Legislative Decision-Making

**GRADE LEVEL:** Secondary

**CONCEPTS:** Legislative decision-making

**TERMS:** Local delegation, presiding officer, political I.O.U.'s, political party caucus, majority party leader, administration floor leader, lobbyists, bribery

**OBJECTIVES:** Students will be able to:

1. Identify specific influences which impact on legislators when deciding how to vote on a bill.
2. Identify the major leaders within the General Assembly and the roles they play in the legislative process.
3. Identify specific ways that citizens can participate in legislative decision-making.

**MATERIALS:** Handouts: "Decision Making," "Deciding How To Vote on a Bill," and "Guide to the Georgia General Assembly." Copies of House and Senate *Rules* (available free—see "Guide to the Georgia General Assembly"). Newspapers (if this lesson is being taught between November and April).

**PROCEDURES:**

1. Discuss the term "decision" as any choice that must be made when you have two or more alternatives. Explain two approaches to making decisions: (1) the rational decision-making model, where a person looks at all the alternatives, the positive and negative consequences of each, and how the various alternatives impact on the values held by the person. Here, use the handout "Decision Making" to illustrate the rational decision-making model; or (2) the less rational decision-making model, which many people tend to use, without looking at the variety of alternatives and consequences associated with each.

2. Explain that throughout the legislative process, legislators are constantly having to make decisions: whether to introduce a bill, whether to support someone else's bill, whether to follow a particular political strategy, etc. With several thousand bills before the legislature, and only forty days for the session, and with limited staff and incomplete information on many bills, it is difficult to apply a rational decision-making model each time a decision must be made. However, at any time, countless questions are at the back of a legislator's mind affecting the decision that he must make.

3. Pass the handout, "Deciding How to Vote on a Bill" to students. This lists some of the major considerations that go through a legislator's mind, though the importance of any single consideration will vary from bill to bill, and from legislator to legislator.

   First, give students an example of a bill (e.g., to allow pari-mutuel betting on horse racing), and show how each consideration can be important to the legislator. For example:

| *Consideration* | *Importance* |
|---|---|
| How do the people back home whom I represent feel about this bill? | If legislator is a "delegate" (see lesson on "Representation"), it is important to vote as constituents want. Also, legislator must go back home and interact with constituents at home, work, church, social organizations, etc. |

| | |
|---|---|
| Do I want to be reelected? | Legislators who are "incumbents" (i.e., current office holders) and want to be reelected may find it difficult if the voice of constituents is not listened to. On the other hand, if legislator has no desire for reelection, he may be freer to use his own conscience. |
| How are the other legislators from my city and county going to vote? | The legislators from a city and/or county to the General Assembly are known as a "local delegation." They typically work together closely (except in the largest cities), and confer frequently. This relationship can be important, particularly regarding local legislation. |
| Has the Governor taken a strong position on this bill? | The Governor has a close interest in the legislative process, and usually takes a stand on important legislation. Either directly, or through the Governor's administration floor leader, this position is often made known to individual legislators. |
| How are those legislators I consider close friends and political allies going to vote? | Political allies and friends are important in the legislative process. To the degree this group operates as a cohesive group, it may exercise power and influence in the legislative process. |
| What are the newspaper and TV editorials saying? | Although no one wants to feel that news editors are influencing how they vote, editorials and news coverage can be important in influencing a legislator, especially where this is a widespread editorial position throughout the state on a bill. |
| What do I think is right on this bill? | If a legislator is a "trustee," he will often feel an obligation to vote according to personal conscience or conviction. |
| What are the merits of this bill? Is it constitutional? Fair? Enforceable? The best approach to solving the problem? What will be the cost? Where will the money come from? | These are "nuts and bolts" questions, many dealing with the mechanics and practicality of the bill. |
| Has the presiding officer of my house taken a strong stand on this bill? | From time to time, the presiding officer will put his weight and support behind a certain bill. The political realities of strong opposition to the presiding officer should at least be considered. |

| | |
|---|---|
| What do the groups who will be directly affected by this bill say about it? | With only limited legislative staff, legislators must turn to intrest groups and lobbyists for information about many of the bills. Where a lobbyist has a good track record of providing reliable information, the voice of the lobbyist may be respected. Also, many legislators feel greater weight should be accorded testimony by those people or groups who will be directly affected by a proposed bill. |
| Should I go along with certain legislators on this bill in return for their support on one of my bills in the future? | The political realities of the legislative process sometime involve building–and collecting–political I.O.U.'s. |

4. Have students identify other forces which might impact on a legislator's decision. For example, some students may mention political party. At the state level, party plays only a limited role in explaining legislative decision-making, except for the party caucus prior to the convening of the legislature, at which officers for each house are nominated. At the national level, party plays a greater role, though even here, the impact is limited.

   Another force a student might mention could be money. Explain that money–or favors–has historically played a role in influencing votes. When money or something of value is accepted in return for a vote, the crime of bribery has been committed. While bribery is still a fact of life today–and probably will never be eliminated–it happens to a far less degree than was true in the past.

5. Identify the Speaker of the House and Lieutenant Governor as the presiding officers of the House and Senate (though noting that the Lt. Governor's official title while presiding is President of the Senate). Identify the current Speaker and Lieutenant Governor to students. Then, have students look in copies of House and Senate *Rules* (or a copy of the *Handbook for Georgia Legislators*, Institute of Government, University of Georgia) to identify the formal powers given to each presiding officer. Make a list of these on the board, and have students suggest how each can be a source of power. Then, have students identify informal sources of power for the presiding officers (leadership abilities, ability to call press conferences, respect by membership, knowledge of parliamentary rules, etc.)

6. Ask students to identify specific ways that citizens–including students–can impact on the legislative decision-making process. For example:

   a. Calling, writing, or personally visiting their legislator.

   b. Calling, writing, or personally visiting other legislators–particularly the chairman of the committee studying the bill or issue they are interested in.

   c. Requesting to testify at a committee hearing.

   d. Writing a letter to the editor of the local newspaper.

   e. Working with interest groups or organizations interested in the issue or bill.

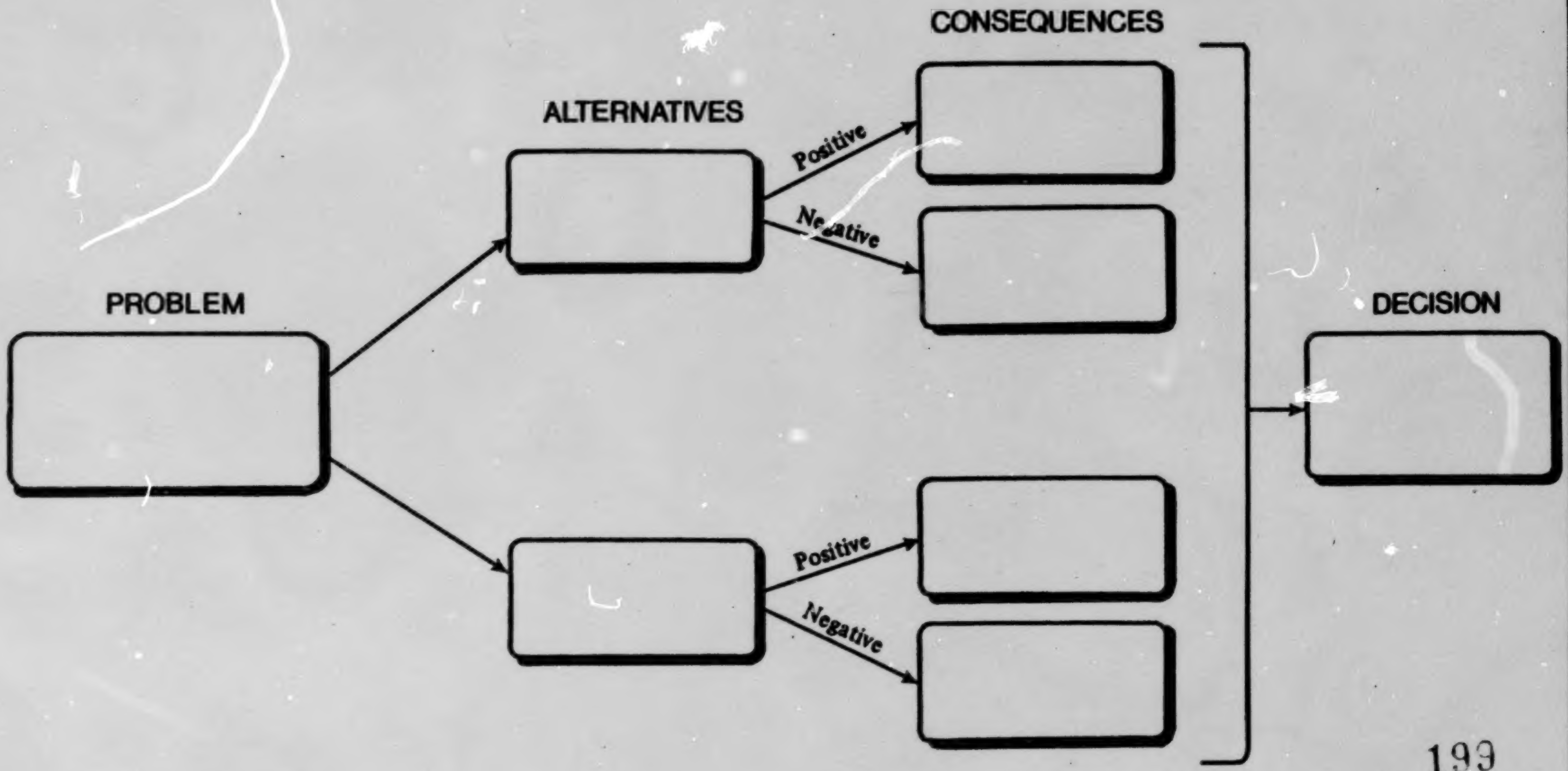
   f. Organizing a letter writing campaign to legislators.

   g. Attempting to get the county or precinct organization of your political party to take a stand on the issue.

   h. Working to support legislators–or challengers–who support positions you believe in.

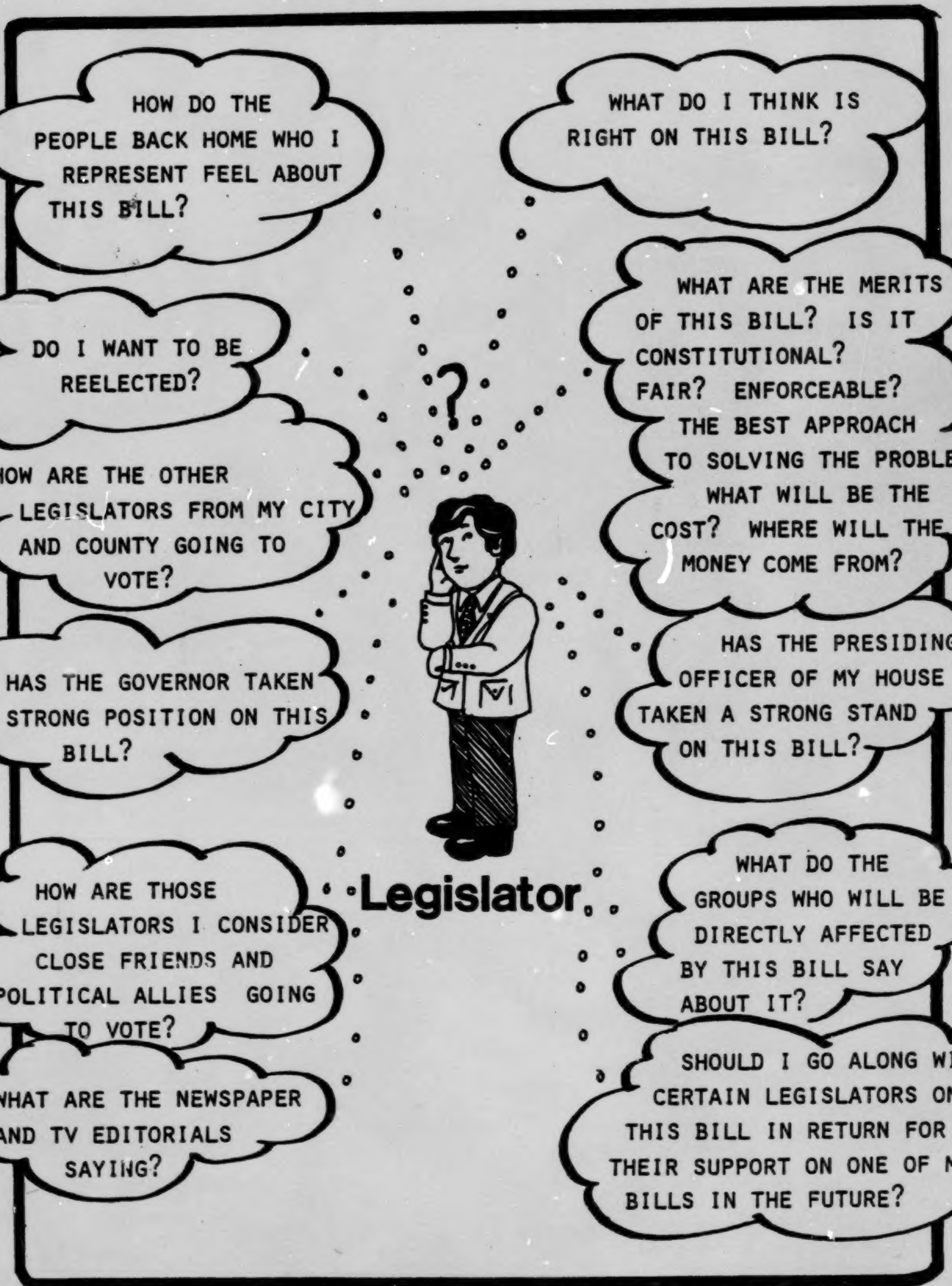
7. Pass out handout, "Guide to the Georgia General Assembly," which contains information, addresses, and phone numbers on contacting legislators and obtaining information about legislative matters.

# Decision Making


CONSEQUENCES
ALTERNATIVES
Positive
Negative
PROBLEM
DECISION
Positive
Negative

Enlarge diagram if additional alternatives or consequences are needed.

# Deciding How to Vote on a Bill


HOW DO THE PEOPLE BACK HOME WHO I REPRESENT FEEL ABOUT THIS BILL?
WHAT DO I THINK IS RIGHT ON THIS BILL?
WHAT ARE THE MERITS OF THIS BILL? IS IT CONSTITUTIONAL? FAIR? ENFORCEABLE? THE BEST APPROACH TO SOLVING THE PROBLEM? WHAT WILL BE THE COST? WHERE WILL THE MONEY COME FROM?
DO I WANT TO BE REELECTED?
HOW ARE THE OTHER LEGISLATORS FROM MY CITY AND COUNTY GOING TO VOTE?
?
HAS THE GOVERNOR TAKEN A STRONG POSITION ON THIS BILL?
HAS THE PRESIDING OFFICER OF MY HOUSE TAKEN A STRONG STAND ON THIS BILL?
Legislator
HOW ARE THOSE LEGISLATORS I CONSIDER CLOSE FRIENDS AND POLITICAL ALLIES GOING TO VOTE?
WHAT DO THE GROUPS WHO WILL BE DIRECTLY AFFECTED BY THIS BILL SAY ABOUT IT?
WHAT ARE THE NEWSPAPER AND TV EDITORIALS SAYING?
SHOULD I GO ALONG WITH CERTAIN LEGISLATORS ON THIS BILL IN RETURN FOR THEIR SUPPORT ON ONE OF MY BILLS IN THE FUTURE?

# Guide to Georgia General Assembly

- **When is the General Assembly in session?** Sessions begin on the second Monday in January each year. The 1978 session will convene January 9th; the 1979 session on January 8th; and the 1980 session on January 14th.

  The duration of each session is limited to forty days, including weekends. Typically, as time grows short in the session, both houses formally adjourn by joint resolution on Friday afternoon, reconvening Monday morning, to extend their working time. The Assembly can and frequently does meet on Saturdays.

  Although a session cannot last more than forty days, the date of final adjournment will depend on how many adjournments occurred during the session. Given several weekend adjournments, and the typical two-week budget recess, a session usually ends in March.

- **How do I find the names of my representative and senator?** Locally, their names and addresses can be obtained from the newspaper, probate judge or local election official, political parties, or the League of Women Voters. Additionally, both the House and Senate maintain toll-free information numbers: House–1/800/282-5800; Senate–1/800/282-5803.

- **How can I contact my legislator?** During a session, a special telephone service is operated at the state capitol at which messages can be left for a legislator to return your call (404/659-1100).

  You may write to your legislator as follows: The Honorable __(name)__, House of Representatives (or Senate), State Capitol Building, Atlanta, Georgia 30334.

  If you wish to contact your legislator when the Assembly is not in session, addresses and phone numbers are available from the toll-free information numbers.

- **How do I find which committees my legislators serve on?** You may write or telephone the Clerk of the House (404/656-5015), Secretary of the Senate (404/656-5040), or the Secretary of State (404/656-2881) for a booklet which lists all standing committees, their officers and members. The address for each of the three offices is–State Capitol, Atlanta, Georgia 30334.

- **How can I obtain a copy of a bill or resolution?** Contact the Clerk for a House bill or the Secretary for a Senate bill, and state the bill's number if known. If you do not know the number but can describe the bill's subject matter or identify the author, either office will try to assist you in obtaining a bill. There is no charge for a single copy of a bill or resolution.

- **How can I follow a bill's progress in committee?** Contact the Clerk or Secretary, or public information office, to find the current status of the bill. If it is in committee, the offices can indicate which committee is considering the bill. Either the chairman or a member of that committee can tell you when the bill will be considered and reported.

  The Clerk and Secretary can also tell you when the committees are meeting. Generally, citizens may attend but do not testify for or against a bill at regular meetings. Testimony is sought when public hearings on a bill have been scheduled–interested citizens may schedule to testify by contacting the committee as directed in news articles announcing the hearings.

  For a copy of all amendments added in committee and the recommendations on all bills reported from committees, contact the Clerk or Secretary.

- **How can I follow a bill's progress on the floor?** All House and Senate sessions may be observed by citizens from the galleries. Contact the Clerk or Secretary for a daily agenda of bills ready for floor action. These offices also keep a record of votes taken with the electronic voting machine or by hand. (On some types of voting, a record of individual votes is not possible, but the final totals of hand and voice votes are maintained.)

  By early fall of each year, a list of bills and resolutions passed by the General Assembly and not vetoed by the Governor is compiled by the Secretary of State. The complete language of these laws is printed in a publication called "Georgia Laws 19__", and distributed to law libraries, judges, and attorneys.

  The office of Legislative Counsel also prints a summary of all the general laws passed at each session. Copies are available from the Secretary of State or Legislative Counsel, State Capitol, Atlanta, Georgia 30334.

- **How do I get copies of House and Senate rules?** The rules for each house are printed each year and are available from the Clerk, Secretary, or Secretary of State.

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**LESSON TOPIC:** What Laws Can and Cannot Do in Society

**GRADE LEVEL:** Secondary

**CONCEPTS:** Law, society

**TERMS:** Laws of nature, physical laws

**OBJECTIVES:** Students will be able to:

1. Identify examples of laws or rules which can be passed and enforced, and those which cannot.
2. Analyze why certain conditions can be changed by government and why others cannot.
3. Draw conclusions about what laws can and cannot do to improve society.

**MATERIALS:** None

**PROCEDURES:**

1. Explain that members of Congress, state legislatures, county commissions, city councils, and other government bodies are asked to pass all kinds of new laws to improve society or meet the needs of some group of people. Therefore, it is important to understand what lawmaking bodies can and cannot do with respect to improving life for the citizens.
2. To illustrate these limits, state to the class: "I have just been given the power by the legislature to make the laws for Georgia for one year. I feel we need some new laws and rules. Starting today, the following law must be obeyed by everyone:

   *Twenty-four hours is too few hours in a day.*
   *People need more time to sleep and rest.*
   *Starting today, each day in Georgia will consist of 26 hours.*

   With this example, allow students to discuss whether that rule or law is a good one, who would benefit from it and who would be hurt by it, and whether it could be put into effect, and why or why not it could be put into effect.

   For instance, with this example, students might think it would be great to have two extra hours a day. You should then pose the question: "What is a day? Is it twenty-four hours, or is it the length of time for the earth to make one complete revolution? If it takes twenty-four hours to make one revolution, can a law anyone makes do anything to change that? Are there certain physical laws, or laws of nature, that the laws of government are powerless to change?"

   At this point, however, you might ask, "What would happen if the length of an hour was changed from 60 minutes to 55 minutes?" As it turns out, this would give you twenty-six shortened hours, thus achieving the letter of your law but not the intent. (Here you could explain that government does have the power to change weights and measures, as it is trying to do with the metric system. Also point out that the government has divided the country up into time zones, with the time different in New York than in California. Finally, point out that twice a year, an hour is added or taken away from the day as part of daylight savings time).

3. Use the same approach with the following new laws:

   1. *No one likes to grow old, so starting today, after you reach your 21st birthday, you will stay age 21.*
   2. *We need more holidays. Starting today, I am making my birthday a 5-day holiday for everyone.*
   3. *We have too many poor people. Starting today, no one can be poor.*
   4. *Nine months is too long for children to have to be in school. As of today, school will only last eight months.*
   5. *I like to see Georgians happy. After today, no one can be sad.*
   6. *I don't like it when someone smokes around me. After today, smoking in any public place is prohibited.*
   7. *Twelve months in a year are too few months. Starting today, I am creating another month, named __(your last name)__ , which will come after December.*
   8. *No one who wants to work will be denied a job. It shall be the responsibility of the state of Georgia to provide public works jobs for any citizen of the state otherwise unable to find employment.*
   9. *War is henceforth prohibited, and all nations will respect the boundaries of all other nations.*
   10. *Prejudice on the grounds of race, sex, religion, and age is hereby prohibited.*
   11. *Discrimination on the grounds of race, sex, religion, and age is hereby prohibited.*
   12. *Inflation is henceforth abolished.*
   13. *(Use other examples of your choosing).*

4. Have each student suggest a new law or rule, with class discussion over whether the new law could be put into effect, and why or why not.

5. Look at other rule-making bodies—such as parents, teachers, principlas, etc. Discuss examples of rules these bodies or persons can or cannot put into effect.

6. Have students suggest conclusions about the role of the legislature or other law-making bodies in trying to make a better society for all.

**LESSON TOPIC:** Lawmakers and Their Political and Social Environments

**GRADE LEVEL:** Secondary

**CONCEPTS:** Lawmaking, environment

**TERMS:** Conservative, liberal, representation, status quo

**OBJECTIVES:** Students will be able to:

1. Identify some types of laws which express a type of universal permanent standard of conduct or thought.
2. Identify some types of laws which express—or are an extension of—the prevailing political and social milieu or environment of the times.
3. Identify the historical context present at the time state lawmakers enacted several different laws, and whether such laws would likely be passed today.
4. Identify reasons why lawmakers tend to generally reflect the attitudes of those they are elected to represent, and why legislative bodies are more likely to lag behind, rather than proceed, changing attitudes and environments.

**MATERIALS:** Handout, "Georgia Laws".

**PROCEDURES:**

1. By utilizing overhead transparencies or providing copies to each student, have students read each of the accompanying laws and resolutions, which were actual enactments of the Georgia General Assembly. (They are not intended to reflect disparagingly on state lawmakers since in most instances these laws reflected the environment of the time.)
2. Have students try to determine what year each law and resolution was passed. In most cases there are clues which relate the law to some event or period of history in America or Georgia. Have them discuss the probable conditions which led to the law and whether such a law would likely be passed today.
3. Have students identify examples of laws which express a type of universal or permanent standard of conduct or thought. (For example, a law prohibiting murder expresses society's rejection of this type of activity—whether it be in 1980 or 1780.)
4. Have students identify examples of laws which do not meet a standard of permanance or universality, but rather express—or are an extension of—the prevailing political and social milieu or environment of the times. (For example, look at the changes in voting laws, divorce laws, drinking laws, child labor laws, environmental protection laws, and even education laws (e.g., mandatory school attendance throughout our history.)
5. Discuss the terms "liberal" and "conservative" as they relate to a person's desire to see change. Discuss the term "status quo." Ask students whether a "liberal" or "conservative" would be more likely to want to preserve the "status quo" and why.
6. Discuss with students how it is possible for a lawmaker to personally be a "liberal" but to publicly take a more "conservative" stand on public issues. Have students analyze under what conditions this might occur. Have students analyze why legislative bodies are more likely to lag behind, rather than proceed, changing attitudes and environments. It's easier to kill a bill than pass one.

7. Have students evaluate how government and society may have changed by the turn of the next century, and examples of some laws we might be living under then. (Look particularly at energy, ownership of private automobiles, mass transit, ownership of land, size of houses, ownership of industry and utilities, etc.)

## GEORGIA LAWS

### Act 507

Section 1. Be it enacted by the General Assembly of Georgia and by the authority of same it is hereby enacted, that from and after the passage of this Act, the fourth Friday in March of each year, being the nearest Friday to March 28th, the date upon which prohibition went into effect, shall be designated as Temperance Day in the public schools of this State.

Section 2. On Temperance Day at least two hours shall be devoted in the public schools of this State to a program, which shall be educational in nature, teaching the good of temperance and prohibition, and the evils of intemperance and disobedience to law.

________ *Act 507 was passed in what year?*

*a. 1789*
*b. 1861*
*c. 1922*
*d. 1940*

***(Hint: This law relates to the 18th Amendment of the U.S. Constitution.)***

### Act 215

Whereas, the State of Georgia holds the title to a large tract of unimproved, and at present worse than useless land, known as the Okefenokee Swamp; And whereas, in the opinion of many intelligent persons that said lands could be rendered so valuable by drainage as to yield a large revenue to the State, therefore,

Section 1. Be it enacted, That the Governor be and he is hereby authorized and requested to employ a suitable and competent engineer to make as accurate survey as practicalable of the said Okefenokee Swamp, and country immediately surrounding it, and between said swamp and the rivers St. Mary's and Suwanee, and to ascertain the different levels between said swamp and rivers and the intermediate country.

Section 2. Be it further enacted, That it shall be the duty of the Engineer so appointed to make a full and accurate report to the Governor of such surveys, and all important facts ascertained by him, and whether it is practicable to drain said swamp so as to make it fit for settlement and cultivation, and if practicable by what method and at which probable cost.

________ *Act 215 was passed in what year?*

*a. 1801*
*b. 1854*
*c. 1902*
*d. 1943*

***(Hint: Georgia did not obtain this part of Georgia until one of the treaties with Creek Indians after the United States' second war with Britain. Only in later years was it explored, leaving some people to think the swamp worthless.)***

### Unnumbered Act

Section 1. Be it enacted by the Senate and House of Representatives of the State of Georgia in General Assembly met, and it is hereby enacted by the authority of the same, That from and after passage of this act, that any conductor, fireman, engineer, or other officer or agent on or conducting or managing any locomotive, tender, car or cars on any Railroad in this State, who shall allow any slave to enter and travel on the same, in the absence of the owner, overseer or employer of said slave, or without a written permit from the owner, overseer, or employer of said slave, for that express purpose, shall be guilty of a high misdemeanor, and on conviction thereof in any court having jurisdiction of the same, shall be punished by imprisonment and labor in the Penitentiary for any time not less than one year nor longer than three years.

Section 2. And be it further enacted, That if it shall be made to appear that any negro slave escape on any Railroad car, locomotive or tender, without written permit from the owner, overseer, or employer, such owner, overseer or employer may recover by suit in any court of competent jurisdiction the amount of the value of the said negro, and the amount of all expenses of the suit incurred, from said Railroad company.

________ *This act was passed in what year?*

*a. 1799*
*b. 1850*
*c. 1866*
*d. 1876*

*(Hint: This law could have been passed only after the introduction of the railroad, and while slavery was still allowed. Check the date the 13th amendment was added to the U.S. Constitution.)*

### Act 14

Whereas, The present crisis in our national affairs, in the judgment of this General Assembly, demands resistance; and whereas, it is the privilege and right of the sovereign people to determine upon the mode, measure, and time, of such resistance.

Section 1. Therefore, the General Assembly do enact, That upon the passage of this act, his Excellency, the Governor, be, and her is hereby required to issue his Proclamation, ordering an election to be held in each and every county in this State. . . for delegates to a Convention of the people of this State.

Section 4. That said Convention, when assembled, may consider all grievances impairing or affecting the equality and rights of the State of Georgia as a member of the United States, and determine the mode, measure, and time of redress.

________ *Act 14 was passed in what year?*

*a. 1776*
*b. 1777*
*c. 1789*
*d. 1860*

*(Hint: This act mentions a "crisis" in the nation's affairs, and provides for a convention to consider the grievances Georgia (and other Southern states) had against the national government.)*

### Act 163

Whereas, many subversive ideas are being conveyed to the children of this State through out educational system, and

Whereas, during these trying times it becomes increasingly important that our children be indoctrinated with the ideals of democracy which have been practiced in this great Nation and ours since its beginning, and

Whereas, such ideals may best be shown our children by teaching of history, geography and civics of the United States.

No therefore, be it resolved by the General Assembly of Georgia that the Board of Regents, the State Board of Education, and the State School Superintendent be urged and requested to require that United States history, geography and civics be taught in all the high schools of this State so that each student may have at least one year's course in each, and that United States history, geography and civics be taught in all State colleges of this State so that each student may have at least one year's course in each.

________ *Act 1963 was passed in what year?*

*a. 1952*
*b. 1963*
*c. 1968*
*d. 1974*

*(Hint: This act was passed during a time when U.S. Senator Joseph McCarthy and others were afraid that Communists were trying to infiltrate all levels of government in America.)*

### Act 328

Section 1. An Act creating the State Building Administrative Board. . . is hereby amended by adding. . . a new section. . . to read as follows:

> "Section 8A. Additional Powers of the Board. (a) In addition to any powers heretofore provided by this Act, the Board is hereby authorized and directed to:
>
> (1) Develop and recommend statewide standards to define and achieve thermal efficiency in new and renovated buildings and lighting efficiency in buildings open to the public during normal working hours. . .:

_______ *Act 328 was passed in what year?*

*a. 1954*
*b. 1966*
*c. 1970*
*d. 1977*

*(Hint: This act was passed only after Americans were beginning to believe that an energy crisis was a serious problem.)*

### Unnumbered Act

Section 1. Be it enacted. . . That from and after the passage of this act, L. V. Ganong, John Baley, Willis Carlisle, John Kile, sernior, and Patrick Quin, be and they are hereby appointed commissioners for the town of Marthasville, in the county of DeKalb, situated at the southeastern terminus of the Western and Atlantic Rail Road.

_______ *This Act was passed in what year?*

*a. 1843*
*b. 1867*
*c. 1901*
*d. 1978*

*(Hint: Several years after this act was passed, the name of Marthasville would be changed to its present name (suggested by the name of the railroad which operated a terminal there.)*

### Act 1

Whereas, The Congress of the United States has . . . proposed an amendment to said Constitution, in the words following, to-wit:

> "Neither slavery nor involuntary servitude, except as a punishment for crime, whereof the party shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction."
>
> "Congress shall have power to enforce this Article by appropriate legislation."

Therefore, be it Resolved, by the Senate and House of Representatives of the State of Georgia, in General Assembly met, That the said amendment to the Constitution of the United States, be and the same is hereby ratified and adopted.

_______ *This Act was passed in what year?*

*a. 1789*
*b. 1861*
*c. 1865*
*d. 1877*

*(Hint: This was the first amendment to the U.S. Constitution passed after the Civil War.)*

### Unnumbered Resolution

Resolved by the Senate and House of Representatives, That his Excellency the Governor be and he is hereby authorized to employ competent persons to prepare a suitable block of Stone Mounting grainte, and also a block of marble from Cherokee or Gilmer county, and have the same conveyed to Washington City and placed at the disposal of the building committee of the National Monument to the memory of the Father of his Country.

________ *This resolution was passed in what year?*

*a. 1850*
*b. 1943*
*c. 1976*
*d. 1979*

*(Hint: This refers to building a monument in Washington, D.C.)*

### Unnumbered Resolution

Whereas, time honored usage and the noblest feelings of the human heart have, at all times, prompted mankind to pay the tribute of respect to departed worth, and to perpetuate, by solemn records, and other suitable testimonials, the high estimation in which they held the virtues and deeds of those who have become their country's benefactors:

And whereas, it has pleased the Almighty disposer of human events to remove from the field of his usefulness and fame the venerated Hero, Patriot and Statesman, Andrew Jackson:

Be it therefore resolved by the Senate and House of Representatives, That in the death of Andrew Jackson, the people of this Union have lost the man who, if not equal in civil and military achievements, was second only to him whose memory is embalmed, as first in war, first in peace, and first in the hearts and affections of his countrymen . . . .

Resolved, That we approve of the proposition to erect, at Washington city, by the generous offering of a nation's gratitude, a suitable Monument, commemorative of his civil and military fame.

And be it further resolved, That his Excellency the Governor be, and is hereby authorized and requested to contract with a suitable artist for painting, in a style and finish similar to those of Washington and Jefferson, a full length likeness of Andrew Jackson, to be deposited in the Senate Chamber.

________ *This resolution was passed in what year?*

*a. 1845*
*b. 1875*
*c. 1905*
*d. 1945*

*(Hint: The death of Andrew Jackson prompted this resolution.)*

### House Resolution 473

Whereas, for 74 years, millions of Americans have been taught to view the Panama Canal as a symbol of the United States engineering skill and ingenuity; and

Whereas, for more than half a century the Isthmus of Panama has been referred to internationally as "The Bridge of the World" because of the canal linking the Atlantic and Pacific; and

Whereas, Panama has prospered economically largely as a result of the industry, trade, and tourism that have been drawn to the region by the canal and the country has become a financial center; and

Whereas, there remains such confusion regarding the proposed treaty and the absence of a reconciliation of Panama's national aspirations with the United States' strategic and economic interests despite years of negotiation.

Now, Therefore, Be It Resolved by the House of Representatives that this body does hereby urge each of our two distinguished United States Senators to study thoroughly the matter of the Panama Canal Treaty and after said study to exercise his best wisdom and judgment in casting his individual vote in the best interests of the American people.

________ *This resolution was adopted in what year?*

*a. 1903*
*b. 1914*
*c. 1945*
*d. 1978*

*(Hint: This resolution pertains to a treaty to restore the Panama Canal to Panama.)*

## Act 130

Section 1. The General Assembly do enact, That Elmira Mathews, a free person of color in Greene county, be, and she is hereby authorized to voluntarily become the slave of John J. Doherty for life.

Section 2. That in order to carry into effect the first section of this Act, the said John J. Doherty and the said Elmira Mathews shall go before the Justices of the Inferior Court, or a majority of them, in said county, who shall faithfully and fully examine her as to her willingness to become the slave for life of said John J. Doherty; and upon being satisfied of the same, they shall pass an order to the effect that said John J. Dohertv. for and during her natural life, subject to all the incidents of slavery, except the liability of being sold during the lifetime of said Doherty, by himself of his creditors for his debts: The sole consideration for which voluntary enslavement on her part, shall be the obligation thereby incurred by her master of feeding, clothing, and protecting her.

________ *This act was passed in what year?*

*a. 1861*
*b. 1866*
*c. 1877*
*d. 1902*

*(Hint: Would a law such as this be possible after the 13th amendment to the U.S. Constitution?)*

## Key
## GEORGIA LAWS

| Act | Date Passed |
|---|---|
| 507 | 1922 |
| 215 | 1854 |
| Unnumbered | 1850 |
| 14 | 1860 |
| 163 | 1952 |
| 328 | 1977 |
| Unnumbered | 1843 |
| 1 | 1865 |
| Unnumbered | 1850 |
| 473 | 1978 |
| 130 | 1861 |

**LESSON TOPIC:** Georgia Taxes

**GRADE LEVEL:** Secondary

**CONCEPTS:** Inflation, Revenue, Tax

**TERMS:** Appropriation, Balanced Budget, Funds, Income Tax, Mill, Property Tax, Revenue Sharing, Sales Tax

**MATERIALS:** I.C.E. Glossary of Terms. Local newspapers. Teacher resources: "Major State Taxes in Georgia," "Major Local Taxes in Georgia," and "Net Revenue Collections by Georgia Department of Revenue Since 1939." Transparency master set: "Life Without Taxes." Handouts: "Types of Taxes," "You and Your Taxes," "Georgia State Tax Dollar," "Fulton County Tax Dollar," "Millage Rates by County—Alphabetically Listed," and "Millage Rates by County—Numberically Listed." Maps: "Counties Imposing 1% Local Option Sales Tax" and "Georgia Counties With Over 40,000 Population in 1980."

Additional teacher resource: Georgia Department of Revenue, *A Citizen's Guide to Georgia Taxes.* Available free from the Department of Revenue.

**OBJECTIVES:** Students will be able to:

1. Define the term "tax".
2. Identify the major types of taxes citizens pay in Georgia, and specifically identify the one tax that all students pay—the sales tax.
3. Identify several non-tax sources of revenue for government.
4. Identify important governmental services paid for by taxes, and discuss what life would be like if there were no taxes.
5. Read a basic pie graph showing tax revenues by category.

**PROCEDURES:**

1. Ask how many students in the class are taxpayers. Generally, few students at first will recognize that they are taxpayers each time they make any purchase. Ask students for a definition of "tax," and record the answers on the board. Then, turn to the I.C.E. glossary and compare their answers to that definition.
2. Explain that all governments—cities, counties, states, and national—in the United States (as well as the rest of the world) have to raise money—called "revenue"—to pay the salaries of all the workers who provide services to the people (such as teachers, police, soldiers, etc.), as well as pay for the cost of building highways, schools, hospitals, and other facilities. While there are a few countries that have great natural resources which they can sell to raise revenue (such as some of the oil producing countries of the Middle East), the great majority of nations have to rely on taxes of some sort to raise most of their revenue.
3. Discuss what our society would be like without taxes. For instance, without taxes, either (1) services such as schools, police and fire protection, sanitation disposal, highways, etc. would have to be eliminated, or (2) if these services were maintained, every time a person used a service, he or she would have to pay a fee to cover the full cost. For example, to call the police to come stop a burglar from entering your home, you might have to agree to pay a $50 fee to cover the cost of their salaries, gasoline for the car, and other costs. Here, use the accompanying transparencies to look at what life would be like without taxes. (For advanced students, you might look at another alternative for life without taxes: that is,

to continue to exist, government would have to take over all businesses in America, eliminating the private enterprise system, with all profits from every business going to pay the cost of government. You might discuss the consequences of this action on our economic system.)

4. Using the accompanying handout or transparency, illustrate the four major categories of taxes citizens pay in America to support their federal, state, and local governments: the property tax, the sales tax, the income tax, and miscellaneous taxes. Identify which levels of government primarily rely on which tax (i.e., city and counties primarily rely on the property tax, state government relies most heavily on the sales and income tax, and federal government most heavily on the income tax.)

5. Explain that if the voters of a city or county approve, a city or county may also have a 1 cent sales tax on each dollar spent in that city or county. Presently, neither Fulton County nor any of its cities have this additional 1 cent sales tax. However, throughout Fulton County, there is a special 1 cent sales tax on each dollar to help pay for MARTA.

6. Using the accompanying teacher resource sheet on state and local taxes, explain how these taxes are applied. Then, with the student worksheet, have students compute the taxes that would be owed in each instance.

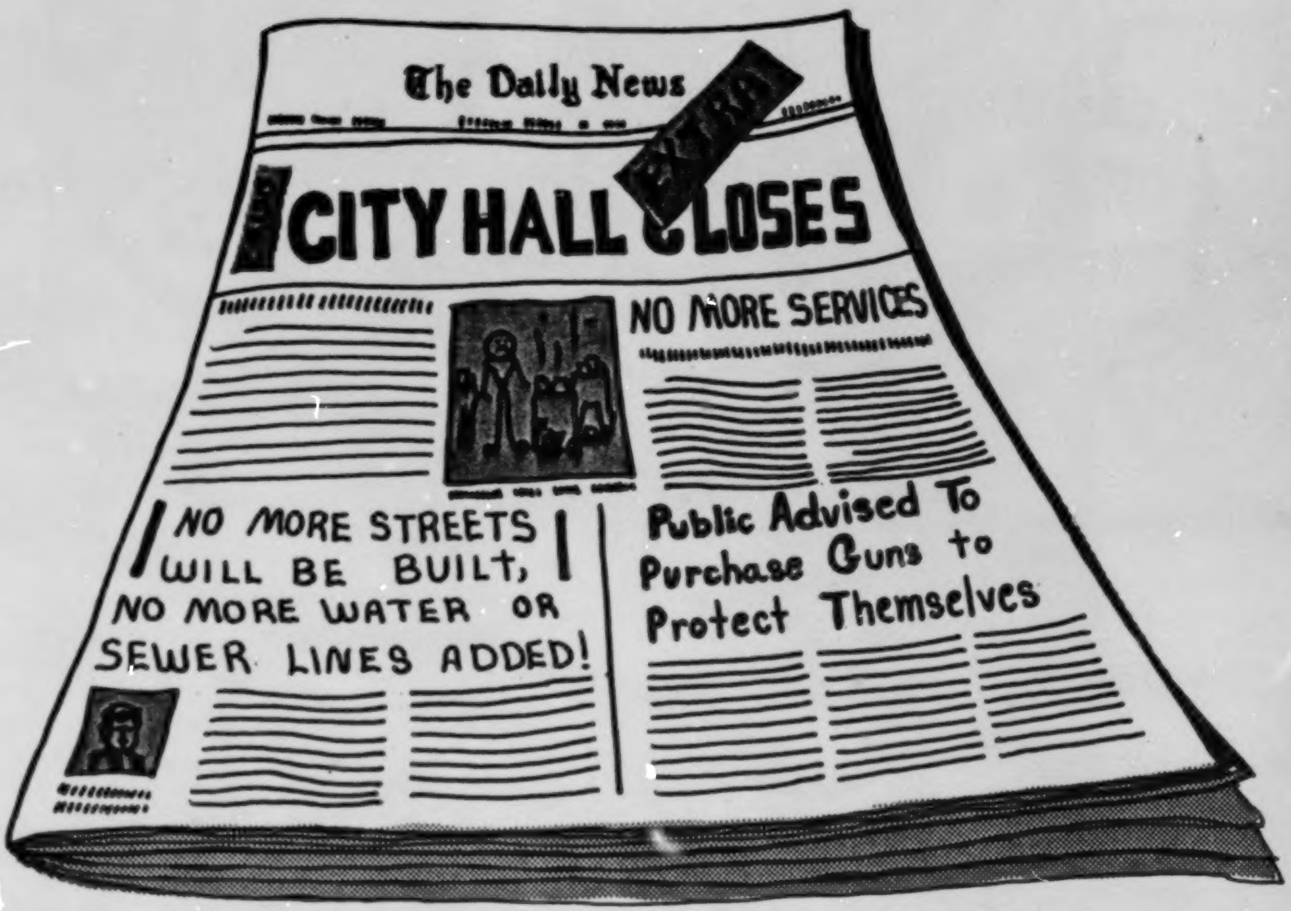
7. In addition to taxes, discuss other ways state and local governments receive money to operate. For instance, both state and local governments receive money from the federal government called "revenue sharing." Revenue sharing is a system of dividing up some of the money the federal government receives from the the income tax and sending it back to cities, counties, and states. This helps these governments provide services they might not otherwise be able to do, and also helps keep taxes from being increased. States and local governments also receive "grants" from the federal government to help provide certain programs, welfare programs, and highway construction. Another example is MARTA, which is funded in part by the federal government. Grant programs almost always require the state or local government to match (in part or whole) the money being sent by the federal government. Finally, other sources of revenue for state and local governments include license fees (e.g., for driving, operating certain businesses, and performing certain activities as hunting and fishing) and fees charged for visiting places like Stone Mountain Park, using a local city swimming pool, or tuition for college.

8. With the accompanying pie graph, show where Georgia's tax money comes from, and with the second pie graph, show sources of local tax revenue. Explain how a pie graph works by developing a pie graph concerning something relating to the class (e.g., color of students' clothes, numbers of brothers and sisters for students, brand of car, etc.) If necessary refer to "A Teacher's Guide to Using Graphs in the Social Studies Classroom" in this teacher's manual for more information on the pie graph.

9. Students should review the newspaper for articles about local, state, or federal taxes, and post copies of any articles on the class bulletin board.

10. Have students look at the handout which shows the millage rates of Georgia's counties (from lowest to highest). Using the map of Georgia showing the counties with over 40,000 population, have them identify the ten counties with the lowest millage rate and the ten with the highest millage rate. Locating these counties on the map showing the counties with the largest populations, see what conclusions or generalizations students draw about the relationship of millage or property tax rate and population of a county.

# LIFE WITHOUT TAXES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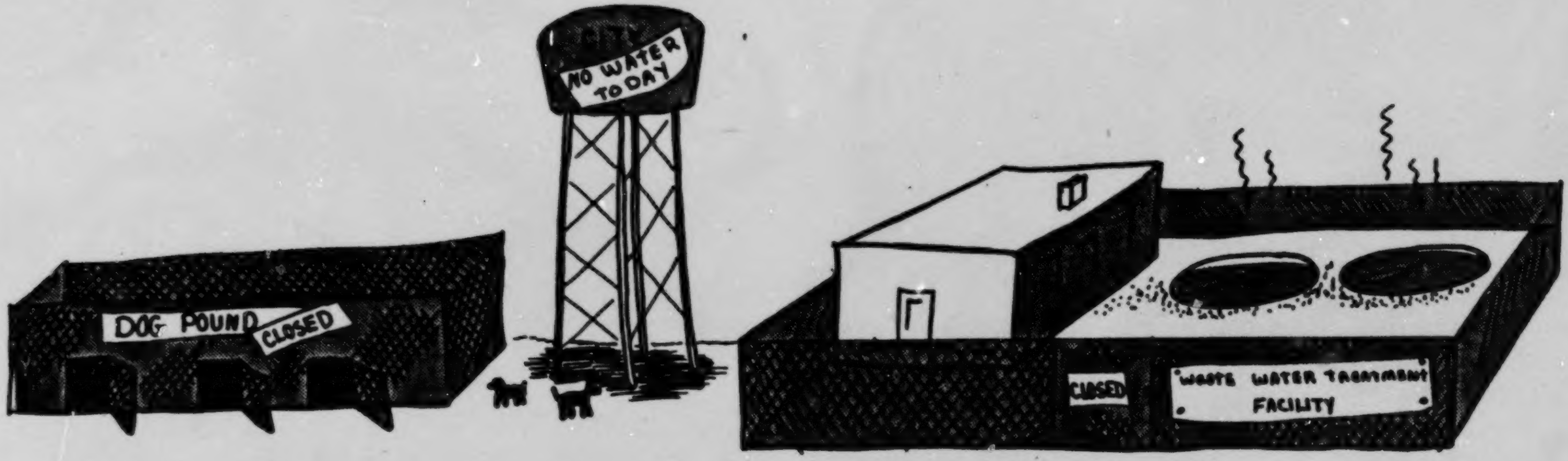
CITY HALL CLOSES
NO MORE SERVICES
NO MORE STREETS WILL BE BUILT, NO MORE WATER OR SEWER LINES ADDED!
Public Advised To Purchase Guns to Protect Themselves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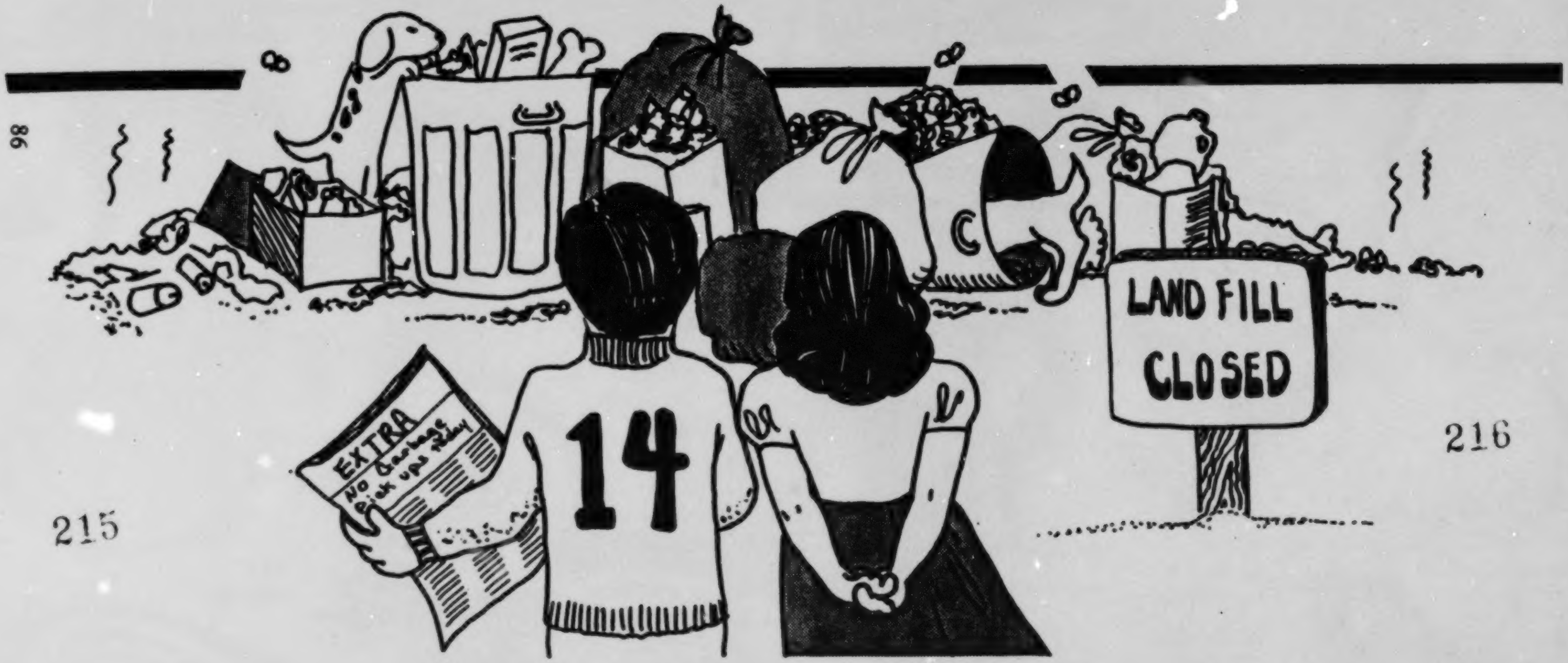
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LAND FILL CLOSED
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No Garbage Pick ups today
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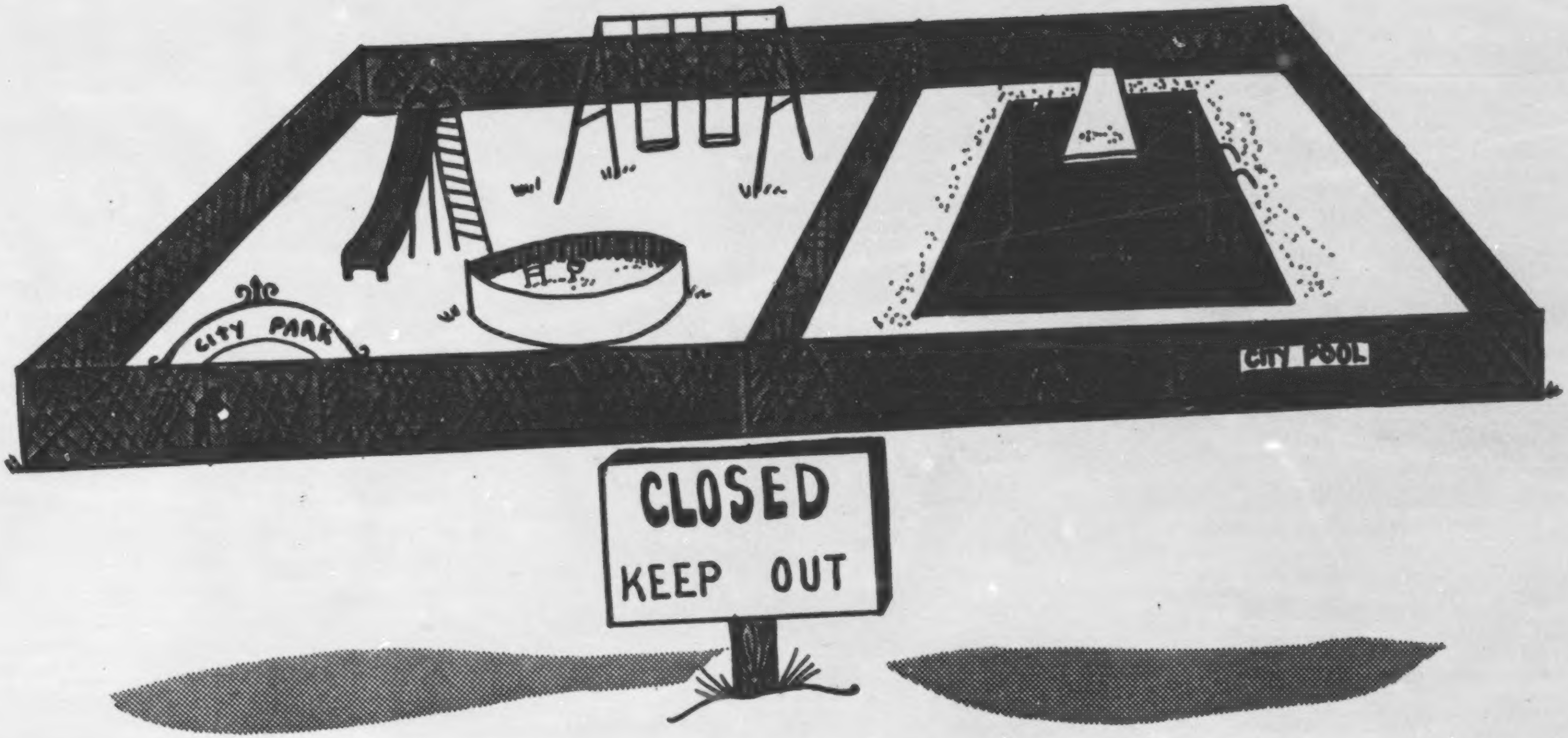
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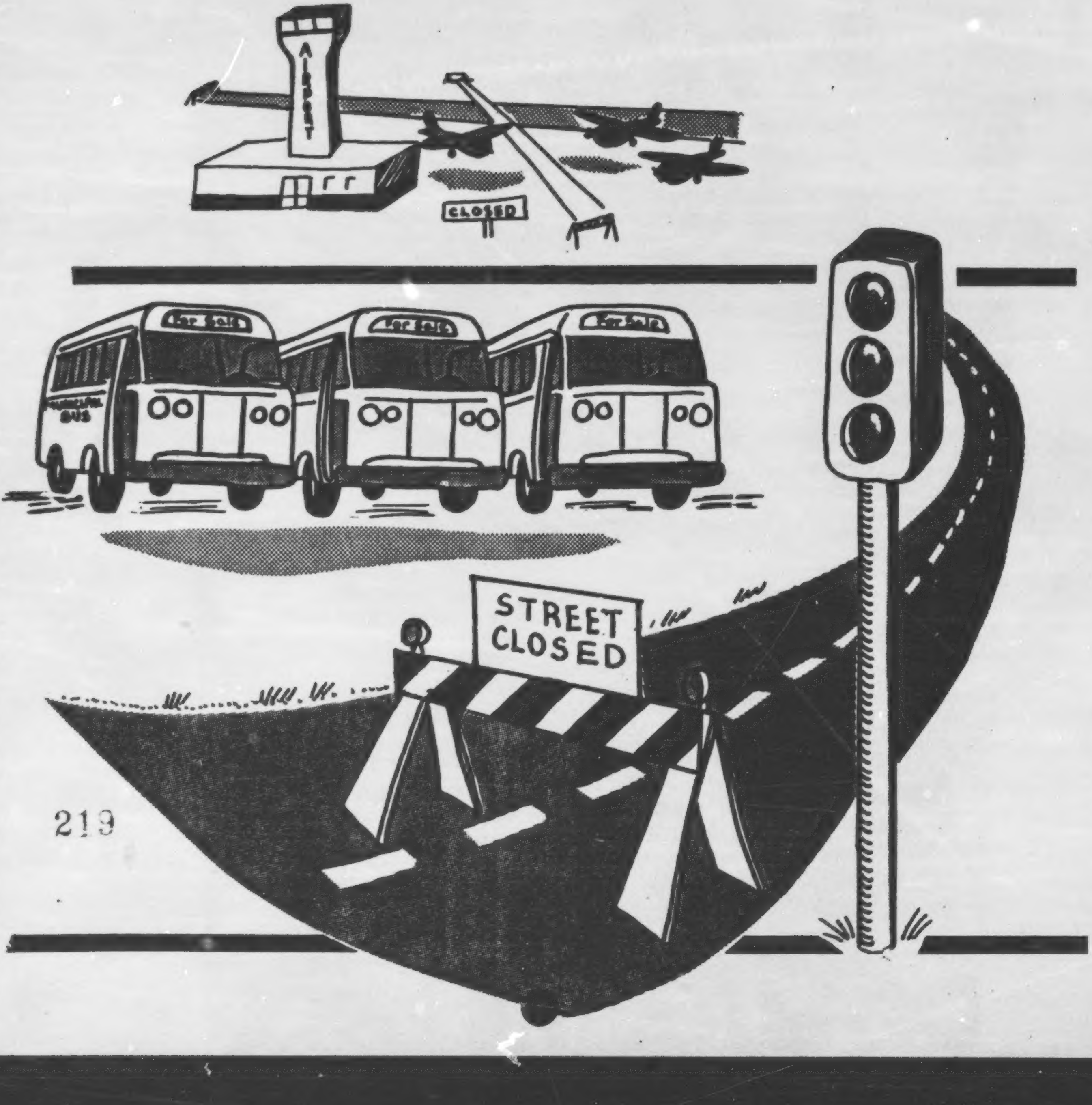
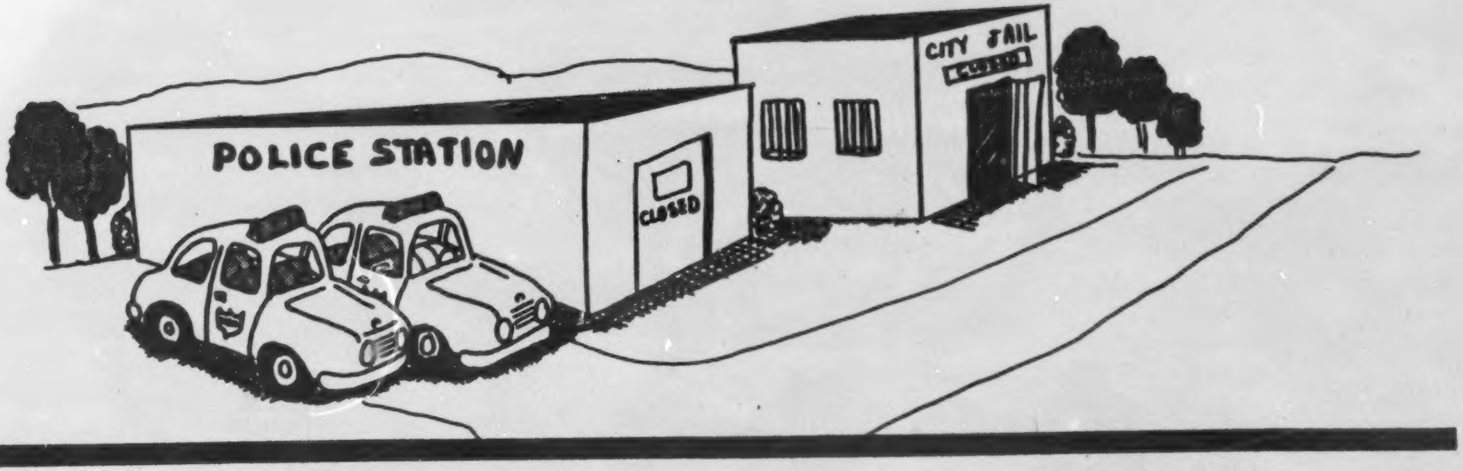
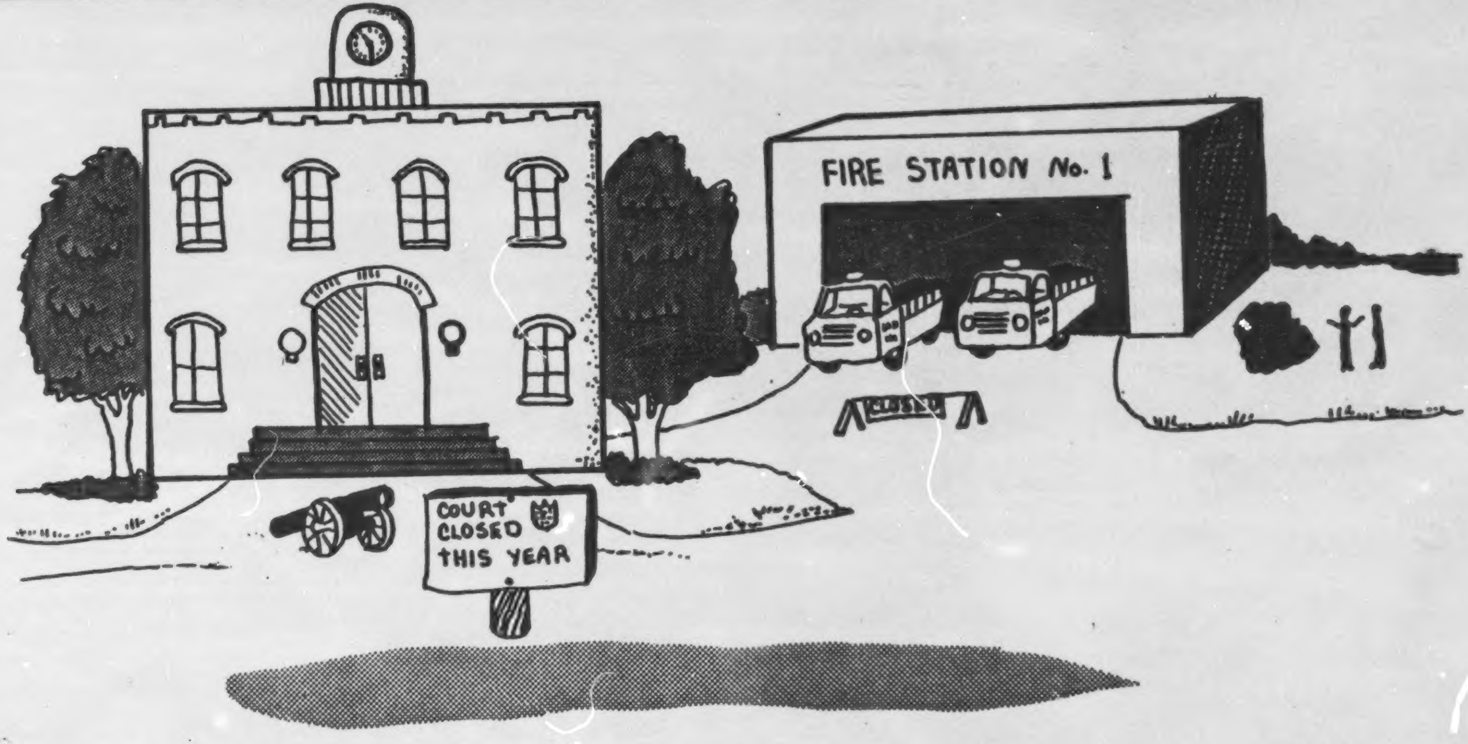
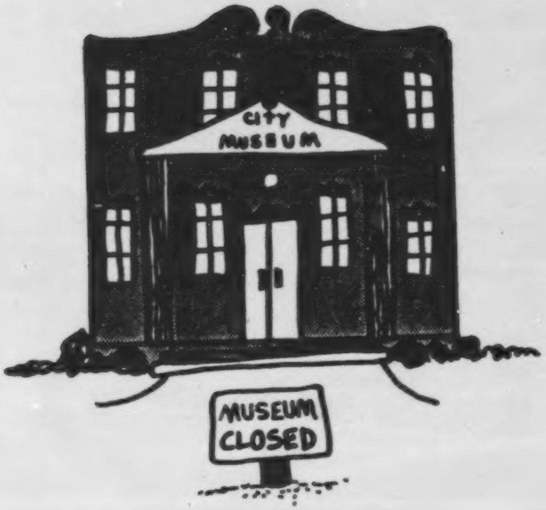
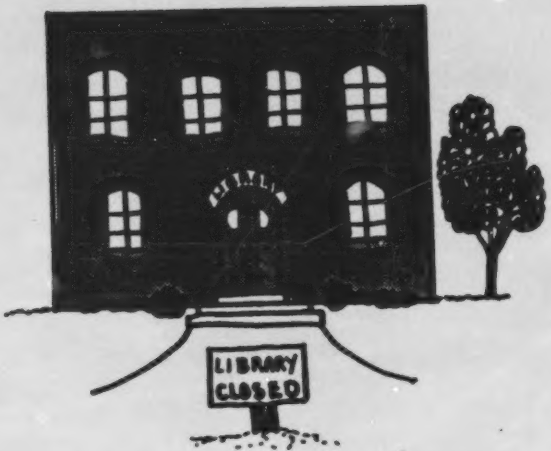

AIRPORT
CLOSED
For Sale
For Sale
For Sale
MUNICIPAL BUS
STREET CLOSED

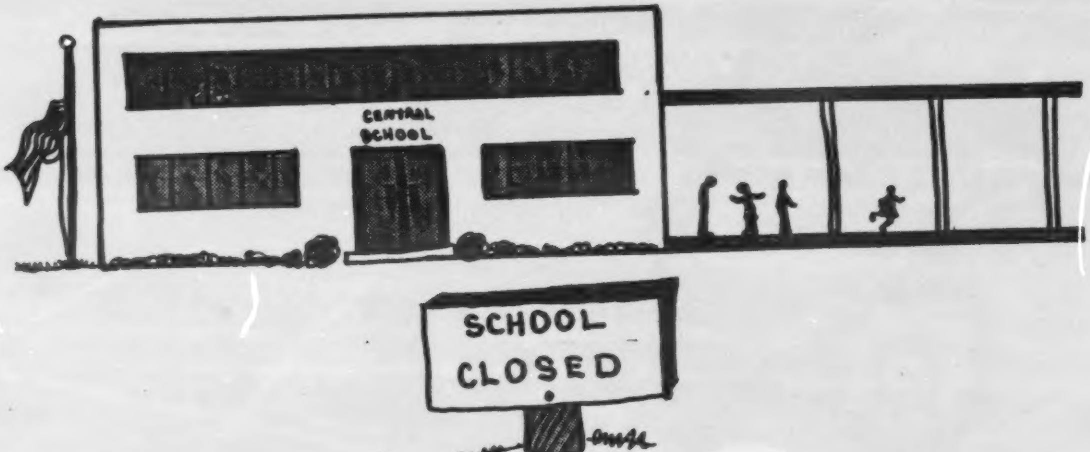
219

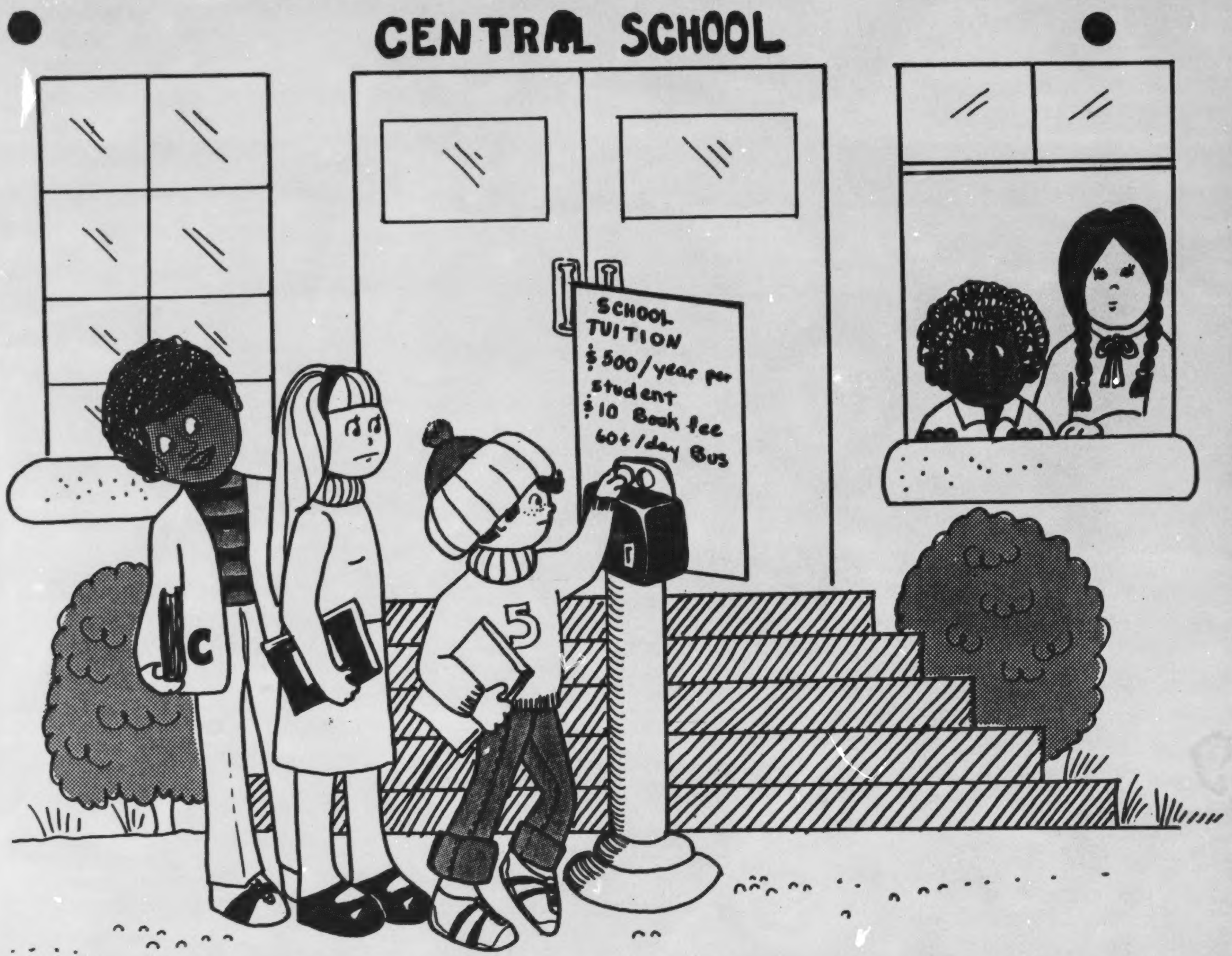

POLICE STATION
CLOSED
CITY JAIL
CLOSED

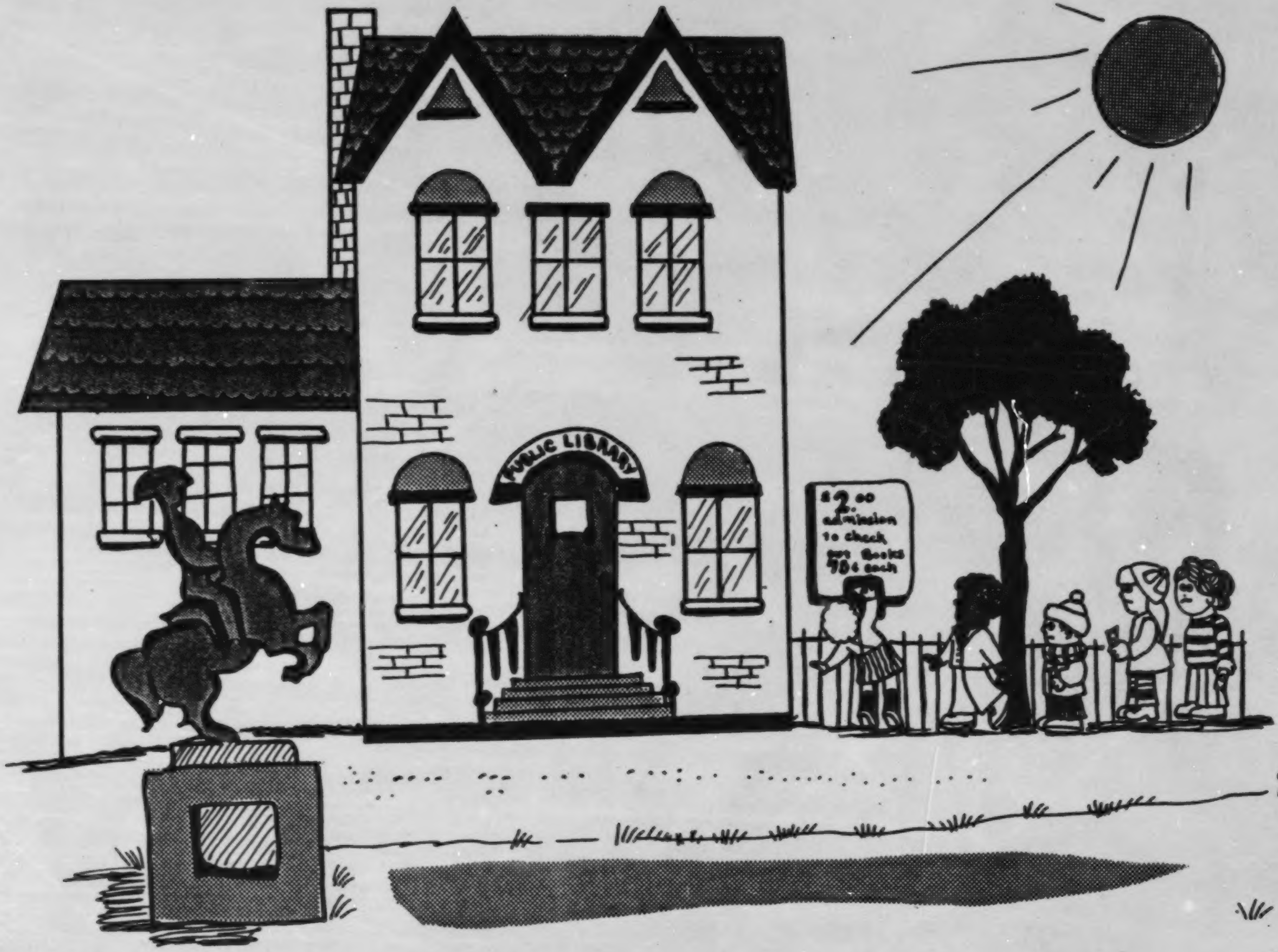

FIRE STATION No. 1
CLOSED
COURT
CLOSED
THIS YEAR

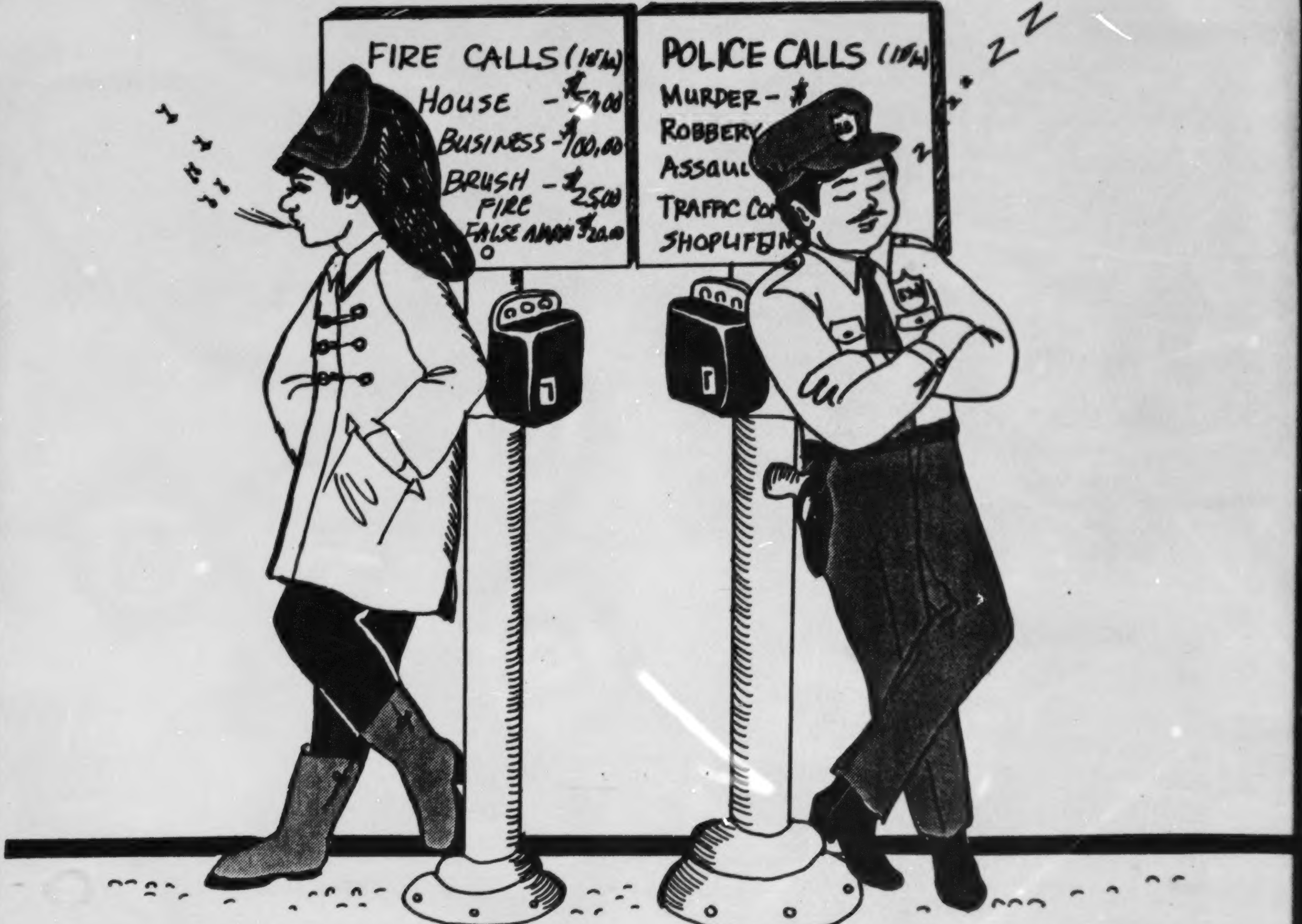

CITY
MUSEUM
MUSEUM
CLOSED

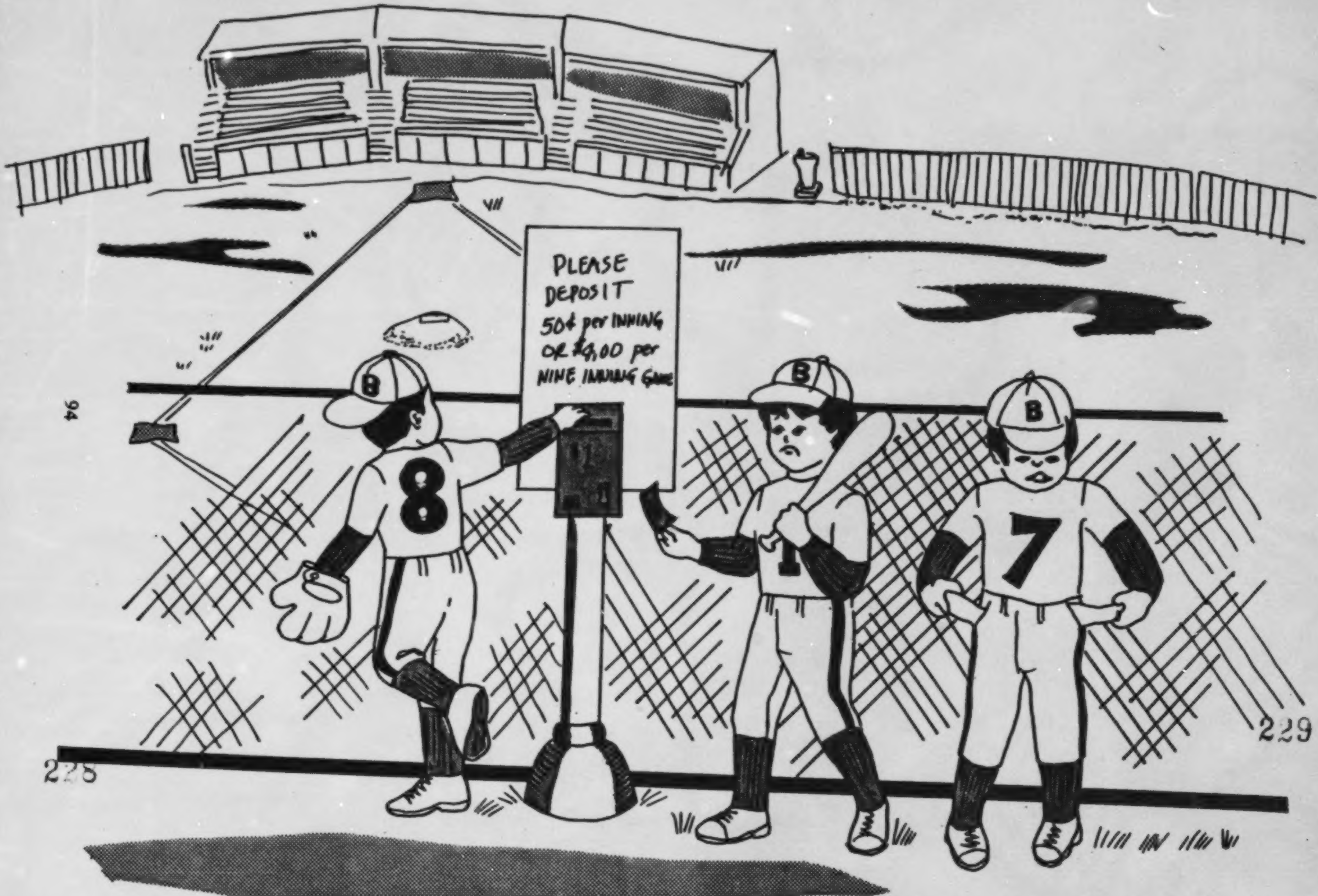

LIBRARY
CLOSED


CENTRAL
SCHOOL
SCHOOL
CLOSED

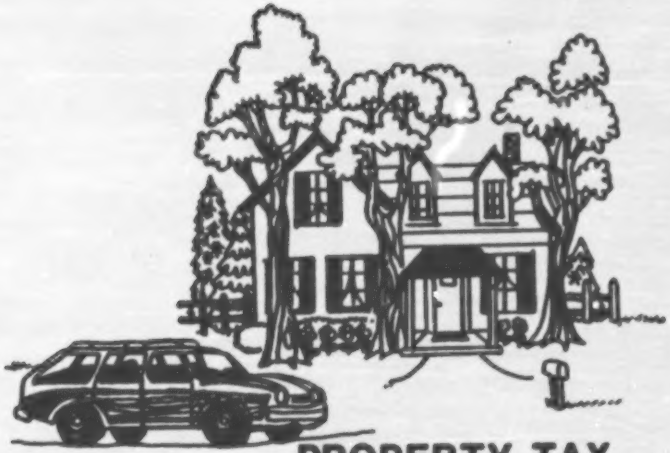

CENTRAL SCHOOL
SCHOOL TUITION
$500/year per student
$10 Book fee
60¢/day Bus
C
5


PUBLIC LIBRARY
$2.00 admission
to check
out books
75¢ each

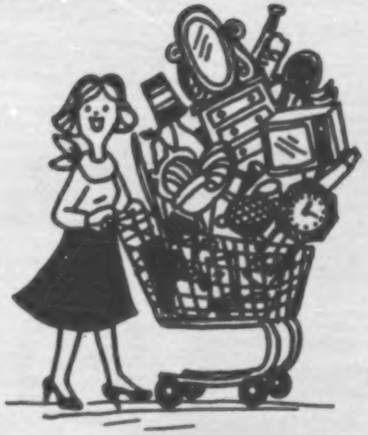

FIRE CALLS (10¢ ea)
HOUSE - $50.00
BUSINESS - $100.00
BRUSH FIRE - $25.00
FALSE ALARM - $20.00
POLICE CALLS (10¢ ea)
MURDER - $
ROBBERY
ASSAUL
TRAFFIC CO
SHOPLIFTIN
Z Z Z


PLEASE
DEPOSIT
50¢ per INNING
OR $4,00 per
NINE INNING GAME
B
8
B
1
B
7

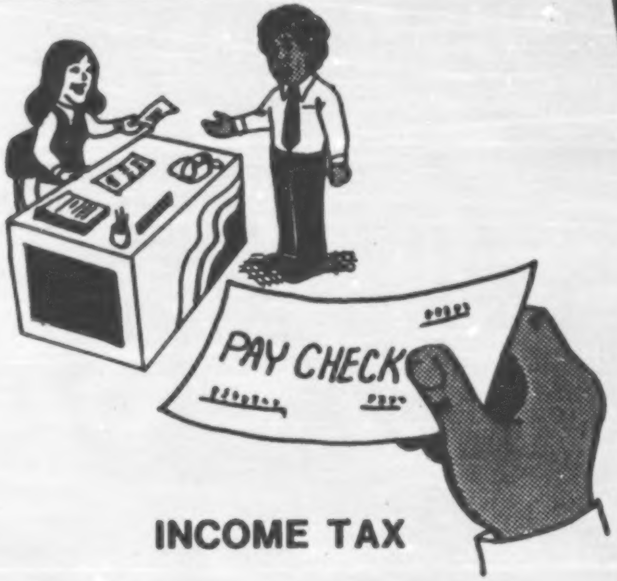
# TYPES OF TAXES



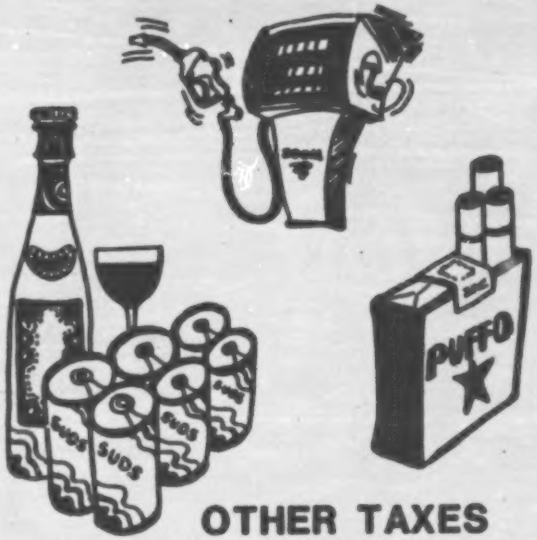
**PROPERTY TAX**



**SALES TAX**



**INCOME TAX**


SUDS
SUDS
SUDS
SUDS
PUFFO

**OTHER TAXES**

## MAJOR STATE TAXES IN GEORGIA
(In Order of Revenue Produced)

### SALES AND USE TAX

The Sales and Use tax was begun in March, 1951, in Georgia at the present 3% statewide rate. Georgia was the 30th state to use this tax source and there are presently 45 states using it. This tax has been the largest state revenue source since it was adopted and presently produces one-third of the state generated revenue.

An additional 1% was added in Fulton and DeKalb counties as a dedicated revenue for the construction and operation of the Metropolitan Atlanta Rapid Transit Authority. More than ninety million dollars were collected for M.A.R.T.A. in the past fiscal year by the Revenue Department. A 1% Local Option Sales Tax also generated one hundred and thirty-nine million dollars of revenue for eighty-two local areas in the past fiscal year.

The Sales and Use tax has been a consistent revenue source with only minor changes in the law since its inception. About 80% of the Georgia Personal Income is represented in the collections of this tax each year. Although this is an overall proportional tax, most people agree that it is slightly regressive in that lower income households spend a larger percentage of their income on items subject to the sales tax than do higher income households.

### INDIVIDUAL INCOME TAX

The individual income tax was initiated in 1929 and for two years was assessed at one third of the federal rate. A graduated system was begun in 1931 and revised in 1937 to essentially the present graduated scale used by the Georgia joint filer today. Several refinements such as withholding, estimated tax, and new graduated schedules for certain types of filers have been introduced over the years.

This tax, unlike sales and motor fuel, was handicapped at creation and only allowed to tax the affluent incomes. The basic allowance (exemptions and deductions) relieved all but a small percentage of the Georgia families from paying state income taxes. With the inflationary rise of income, the basic non-taxable income allowances becomes a smaller percentage of this income so that today two-thirds of the Georgia families pay state income taxes.

Families with incomes below $6,000 do not owe personal income taxes and those above this level are subject to the 1% to 6% graduated tax scale. The 1977 returns show that 43% of the average Georgian's income was subject to an average 4.1% rate of income taxation for an effective tax rate of 1.8% of total personal income. The 1964 effective tax rate was less than 0.7% with only 25% of the average Georgian's income being subject to a 2.7% average rate of taxation.

The individual income tax is considered to be "levered" because it changes 1.8 times the change of income activity.

### MOTOR FUEL TAX

The Motor Fuel tax is the oldest major tax presently in use. Georgia was one of ten states that adopted this tax source in 1921. Five states had initiated the use of Motor Fuel taxation in 1919 and 1920. All states (48 back then) began motor fuel taxation by 1929 and this was the largest state tax in Georgia and most other states until after World War II.

The motor fuel tax rate was increased one cent per gallon in June 1971 to 7½ cents for the first change in 16 years. A rate of 7 cents per gallon was in effect in January 1950 so that in 24 years the rate has increased less than 8%.

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After being the state's top revenue source for three decades, the new 3% sales tax pushed motor fuel back to number two during the 1950's and 1960's. The individual income tax with its graduated scale and aided by an inflationary rise of incomes finally relegated motor fuel to the number three position in the 1970's. In spite of its less lofty position on the team, this hard-working motor fuel tax generates as much state revenue today as the whole tax system could produce in the early 1950's..

## CORPORATE INCOME TAX

The corporation income tax was initiated in 1929 and for two years was assessed at one third of the federal rate. The rate was changed to: 4% in 1931; 5½% in 1937; 7½% in 1949 - 50 (temporarily); 5½% in 1951; 4% in 1955 with Federal taxes no longer deductible; 5% in 1964; and the present 6% went into effect in 1969.

The corporation income tax has been a major tax source since its inception by the state. It has been the fourth largest state revenue producer for over two decades. A corporation license (or franchise) tax is administered in conjunction with the income tax program.

## TOBACCO TAXES

The taxation of cigars and cigarettes was begun in 1923 by Georgia. The rate had gradually increased to 5 cents per pack by 1955, in 1964 it was raised to 8 cents, and in March 1971 to the present 12 cents per pack. Most states have increased cigarette taxes very fast in the last fifteen years so the Georgia rate has remained approximately average. The revenue from this tax is over 3% of the Department's collections and almost equals the combined state collections of liquor, beer and wine.

## LIQUOR BEER AND WINE TAXES

The sale of alcoholic beverages was begun in the mid 1930's after Prohibition was repealed nationally. The local option concept prevails in Georgia regarding licensing and sale of alcoholic beverages. This means that any city or county which wants to provide for the licensing of distilled spirits can do so only after holding a public election, to determine whether the citizens want it. If they don't, then the question is dropped for two years at which time another election may be held. If the vote indicates that the citizens do want to license the sale of spirits in their area, then sale and manufacture in the area is permitted, provided the manufacturer, wholesaler, or retailer has obtained a current valid license from the State Revenue Department, after obtaining all necessary licenses from the city or county in which the licensee will have his place of business.

## MOTOR VEHICLE TAGS AND TITLES

The motor vehicle license law began in 1910 and a title law was added in 1963. A title is to a motor vehicle what a deed is to a piece of real estate. The law requires you to secure a title at the time your vehicle is purchased.

Non-residents who move to Georgia permanently, as opposed to those who are merely sojourning, must purchase a Georgia tag within seven (7) days after establishing their residence in Georgia. Persons employed on a temporary basis in Georgia or just passing through are not required to register their vehicles if they remain in the state for less than 30 consecutive days. Military personnel are not required to register vehicles in Georgia as long as they display valid licenses from their home states. However they may purchase Georgia plates if they wish. Out-of-state students may use vehicles in Georgia without having to purchase a tag, provided they display valid licenses from their home states.

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Application for tags and/or decals for all vehicles, and payment for ad valorem taxes are made through the county tag agent. The county tag agent is the county tax commissioner or tax collector. The county tag agent issues all the tags or renewal decals except those for certain large trucks, which are issued by the Department of Revenue. Applications for title may be submitted to the county tag agent or to the Department of Revenue.

Each license tag application must be filed in the county of legal residence of the person who owned the vehicle on January 1. If the vehicle is used in connection with some established business enterprise located in another county, the license application must be filed in the county where the business is located. Motor vehicles owned by non-Georgia residents must be registered in the county where they are situated.

By law, the tax collector or tax commissioner of each county is charged with the duties of tag agent. Any inquiries or needs concerning motor vehicle registration and licensing should be directed to the tag agent in your county. Application for a renewal decal on an existing tag must be made between January 1 and April 1 each year - the earlier the better.

SOURCE: Georgia Department of Revenue, *1980 Statistical Report.*

# MAJOR LOCAL TAXES IN GEORGIA

## PROPERTY TAX

The ad valorem property tax is the primary source of revenue for local governmental units in Georgia, including cities, counties, and school districts. In addition, a small amount of property tax revenue goes into the State Treasury. County and city tax officials collect and administer the tax, but the State Revenue Commissioner exercises some supervisory authority to assure that the tax is administered uniformly throughout the state and in accordance with the law.

The ad valorem tax is based upon the "value" of the real and personal property which is subject to the tax. By law, all property is valued, or "assessed", at 40 percent of its fair market value. The tax rate, or "millage", in each county is set annually by the Board of County Commissioners or other governing authority of the taxing jurisdiction. A tax rate of "one mill" represents a tax liability of $1 per $1,000 of assessed value. The average county millage rate in 1978 was under 30 mills; the amount collected by the State in each county was only 1/4 of a mill.

## LOCAL OPTION SALES TAX

A county-and any incorporated cities within that county—may jointly impose a 1% local option sales tax within the county and city, if approved by local voters in a referendum. Proceeds of the tax are distributed to the county and city. As of January 1981, 86 counties in Georgia had adopted the tax.

## MARTA SALES TAX

In each county participating in the Metropolitan Atlanta Rapid Transit Authority (MARTA) —currently Fulton and DeKalb counties—a 1% local sales tax is administered, with revenue from the tax dedicated to construction and operation of MARTA.

## BUSINESS AND OCCUPATION TAX

Cities and counties may tax businesses and occupations operating within their jurisdiction to raise revenue. This tax—which is addition to local licenses to conduct business—may be applied in one of several ways, or in a combination of these ways. A flat fee may be assessed for each type of business, regardless of size. The tax may be based on the number of employees a business has, the number of square feet of business space, major fixtures (e.g., barber chairs), value of a business' inventory, or total sales.

## ALCOHOLIC BEVERAGE EXCISE TAX

Cities and counties may establish an excise tax on beer, wine, and liquor, in addition to that levied by the state. Currently, liquor and wine may be taxed by local governments at a rate of 80¢ per gallon, or at a proportionate rate for fractional parts. Beer and malt beverages are taxed at a rate of 5¢ per 12 ounces, or at a proportionate rate for other size containers. Draft beer is taxed at a rate of $6 for 15½ gallons when sold in a bulk container.

## LOCAL OPTION MIXED DRINK TAX

In cities and counties where alcoholic beverages are sold by the drink, the governing authority may impose an excise tax of 3% to the price of each mixed drink.

## HOTEL-MOTEL TAX

Cities and counties may levy an excise tax of up to 3% on hotel and motel room charges where rooms are rented for 10 days or less.

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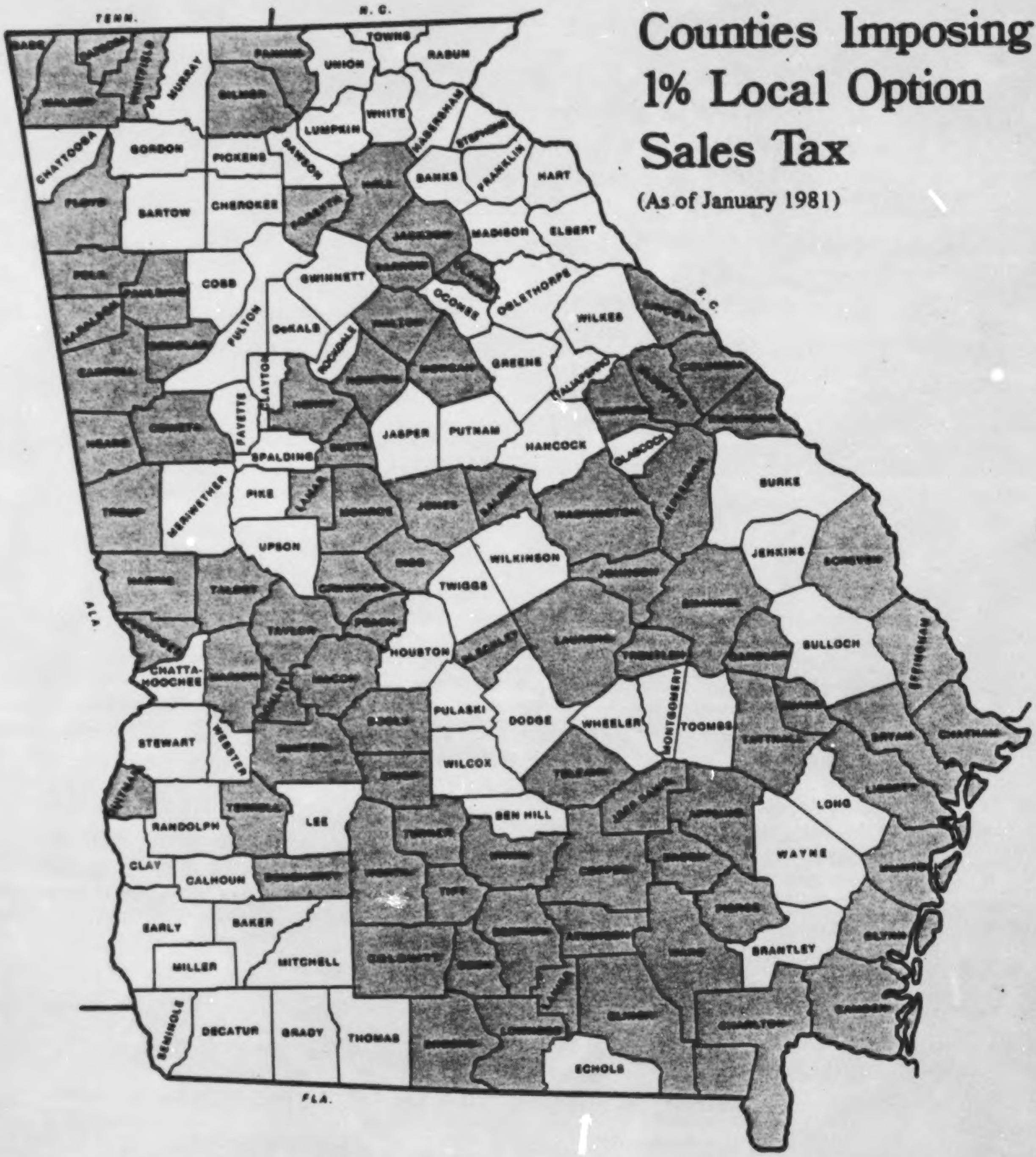
BEST COPY AVAILABLE

# Counties Imposing 1% Local Option Sales Tax

(As of January 1981)


TENN.
N. C.
S. C.
ALA.
FLA.
DADE
WALKER
WHITFIELD
MURRAY
FANNIN
TOWNS
UNION
RABUN
GILMER
WHITE
LUMPKIN
HABERSHAM
STEPHENS
CHATTOOGA
GORDON
PICKENS
DAWSON
BANKS
FRANKLIN
HART
FLOYD
BARTOW
CHEROKEE
FORSYTH
HALL
JACKSON
MADISON
ELBERT
POLK
PAULDING
COBB
GWINNETT
BARROW
CLARKE
OCONEE
OGLETHORPE
WILKES
LINCOLN
HARALSON
FULTON
DeKALB
ROCKDALE
WALTON
CARROLL
CLAYTON
HENRY
NEWTON
MORGAN
GREENE
TALIAFERRO
COLUMBIA
FAYETTE
COWETA
HEARD
SPALDING
BUTTS
JASPER
PUTNAM
HANCOCK
GLASCOCK
JEFFERSON
BURKE
TROUP
MERIWETHER
PIKE
LAMAR
MONROE
JONES
BALDWIN
WASHINGTON
UPSON
JENKINS
SCREVEN
HARRIS
TALBOT
CRAWFORD
BIBB
TWIGGS
WILKINSON
JOHNSON
EMANUEL
BULLOCH
MUSCOGEE
TAYLOR
PEACH
HOUSTON
BLECKLEY
LAURENS
TREUTLEN
CANDLER
EFFINGHAM
CHATTA-HOOCHEE
MARION
SCHLEY
MACON
PULASKI
DODGE
WHEELER
MONTGOMERY
TOOMBS
TATTNALL
EVANS
BRYAN
CHATHAM
STEWART
WEBSTER
SUMTER
DOOLY
WILCOX
TELFAIR
JEFF DAVIS
LIBERTY
QUITMAN
RANDOLPH
TERRELL
LEE
CRISP
BEN HILL
APPLING
LONG
WAYNE
TURNER
CLAY
CALHOUN
DOUGHERTY
WORTH
IRWIN
COFFEE
BACON
MCINTOSH
TIFT
PIERCE
EARLY
BAKER
BERRIEN
ATKINSON
WARE
BRANTLEY
GLYNN
MILLER
MITCHELL
COLQUITT
COOK
LANIER
CAMDEN
SEMINOLE
DECATUR
GRADY
THOMAS
BROOKS
LOWNDES
ECHOLS
CLINCH
CHARLTON

## NET REVENUE COLLECTIONS BY GEORGIA DEPARTMENT OF REVENUE SINCE 1939

(Net of commissions and refunds)

| FISCAL YEAR | AMOUNT | FISCAL YEAR | AMOUNT |
|---|---|---|---|
| 1939 | $ 40,861,239 | 1961 | 374,423,310 |
| 1940 | 44,170,069 | 1962 | 383,717,913 |
| 1941 | 40,379,613 | 1963 | 422,532,658 |
| 1942 | 57,062,383 | 1964 | 468,242,593 |
| 1943 | 55,258,565 | 1965 | 523,598,667 |
| 1944 | 56,905,582 | 1966 | 585,583,839 |
| 1945 | 58,347,067 | 1967 | 641,167,446 |
| 1946 | 75,483,028 | 1968 | 703,269,838 |
| 1947 | 92,519,170 | 1969 | 795,124,610 |
| 1948 | 101,587,629 | 1970 | 904,279,429 |
| 1949 | 102,947,474 | 1971 | 949,145,999 |
| 1950 | 117,893,677 | 1972 | 1,145,093,584 |
| 1951 | 145,306,177 | 1973 | 1,298,983,504 |
| 1952 | 220,504,541 | 1974 | 1,454,888,357 |
| 1953 | 210,038,057 | 1975 | 1,485,596,516 |
| 1954 | 216,092,267 | 1976 | 1,607,948,444 |
| 1955 | 226,226,195 | 1977 | 1,826,490,242 |
| 1956 | 283,154,154 | 1978 | 2,094,166,147 |
| 1957 | 300,953,308 | 1979 | 2,363,857,341 |
| 1958 | 303,086,565 | 1980 | 2,624,812,872 |
| 1959 | 321,701,575 | | |
| 1960 | 352,008,363 | | |

## MONTHLY REVENUE DEPARTMENT COLLECTIONS

| MONTH | FYE 1977 | FYE 1978 | FYE 1979 | FYE 1980 | FYE 1981 |
|---|---|---|---|---|---|
| July | $ 118,053,608 | $ 138,979,107 | $ 153,113,621 | $ 170,493,409 | $ 186,309,537 |
| August | 146,845,157 | 172,361,511 | 197,753,730 | 219,530,136 | 240,293,089 |
| September | 160,451,683 | 182,991,602 | 207,684,872 | 238,935,846 | 258,584,464 |
| October | 132,708,713 | 148,733,568 | 166,346,004 | 180,254,705 | 202,072,305 |
| November | 141,904,244 | 167,007,407 | 194,746,992 | 224,247,948 | |
| December | 137,759,415 | 157,759,415 | 178,129,068 | 204,479,835 | |
| January | 177,208,850 | 196,238,115 | 217,290,657 | 235,047,061 | |
| February | 135,318,590 | 154,145,312 | 171,930,147 | 192,941,543 | |
| March | 128,472,862 | 144,644,621 | 163,502,710 | 184,028,527 | |
| April | 174,268,961 | 192,774,580 | 219,784,969 | 236,466,931 | |
| May | 198,383,104 | 221,945,200 | 239,531,431 | 258,165,015 | |
| June | 175,880,137 | 220,771,284 | 245,187,660 | 281,291,486 | |

SOURCE: Controller's Office, Georgia Department of Revenue

## YOU AND YOUR TAXES

You have exactly $6.23, and want to purchase a new record album that sells for 5.99. If the record store is located in Fulton County, will you have enough money to buy the record (including the tax)? ____________________

You get your first full-time job working in a hamburger shop during the summer. Which of the following taxes will be taken out of your salary?

- ________ Federal income tax
- ________ Federal Social Security tax
- ________ Federal sales tax
- ________ State property tax
- ________ State income tax
- ________ State excise tax
- ________ State sales tax
- ________ County school tax

Your parents' home is valued at $60,000. For tax purposes, it will be assessed at 40% of its fair market value. Now, what is its value for tax purposes? ________ Next, $2,000 is deducted from its tax value as a homestead exemption deduction. Now, what is the taxable value of your home? ________ Fulton County's 1979 millage rate was 33.40 (A "mill" amounts to a $1.00 tax on each $1,000 of assessed value on property.) What is the property tax owned on your home? ________

____________________

You move into an apartment, and your monthly rent is $275. What tax, if any, must be paid on this rent? ____________________

Your car's gas tank holds 22 gallons. With the state's 7½¢/gallon motor fuel tax, how much state tax do you pay each time you completely fill the gas tank? ____________________

## YOU AND YOUR TAXES

You have exactly $6.23, and want to purchase a new record album that sells for 5.99. If the record store is located in Fulton County, will you have enough money to buy the record (including the tax)? ____Yes ($5.99 + .24 tax)____

You get your first full-time job working in a hamburger shop during the summer. Which of the following taxes will be taken out of your salary?

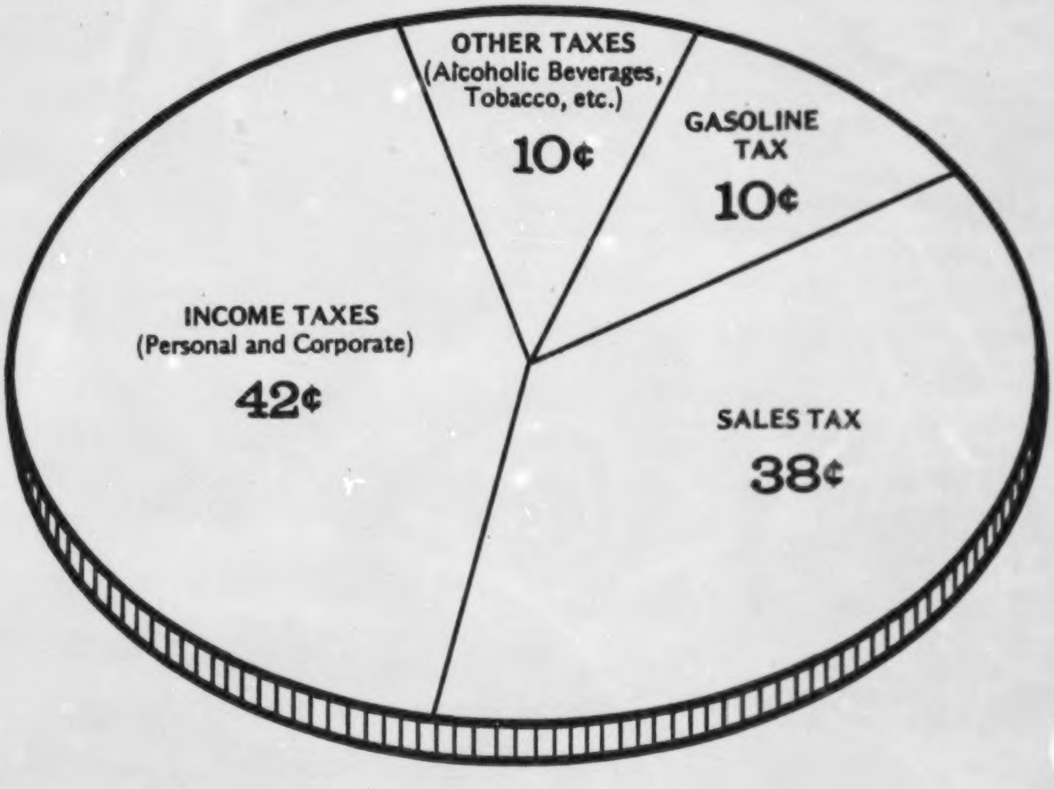
__✓__ Federal income tax
__✓__ Federal Social Security tax
____ Federal sales tax
____ State property tax
__✓__ State income tax
____ State excise tax
____ State sales tax
____ County school tax

Your parents' home is valued at $60,000. For tax purposes, it will be assessed at 40% of its fair market value. Now, what is its value for tax purposes? ____24,000____ Next, $2,000 is deducted from its tax value as a homestead exemption deduction. Now, what is the taxable value of your home? ____22,000____ Fulton County's 1979 mileage rate was 33.40 (A "mill" amounts to a $1.00 tax on each $1,000 of assessed value on property.) What is the property tax owned on your home? ____$734.80____

You move into an apartment, and your monthly rent is $275. What tax, if any, must be paid on this rent? ____None____

Your car's gas tank holds 22 gallons. With the state's 7½¢/gallon motor fuel tax, how much state tax do you pay each time you completely fill the gas tank? ____$1.65____

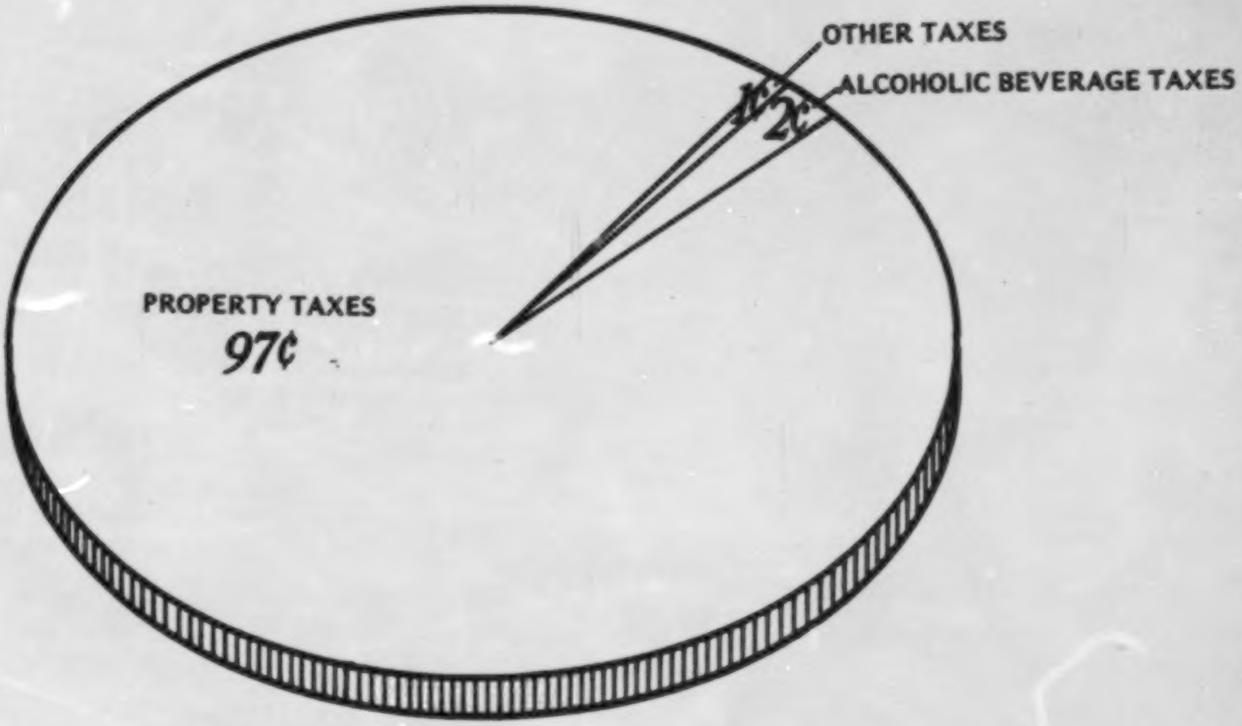
# *Georgia State Tax Dollar*



**BREAKDOWN OF GEORGIA'S TAX DOLLAR BY SOURCE**

SOURCE: Georgia Department of Revenue FY 1980 Statistical Report

# Fulton County Tax Dollar



BREAKDOWN OF FULTON COUNTY'S TAX DOLLAR BY SOURCE

SOURCE: Fulton County Financial Report for Fiscal Year Ending December 31, 1979

## 1979 MILLAGE RATES BY COUNTY — ALPHABETICALLY LISTED

| COUNTY | RATE | COUNTY | RATE | COUNTY | RATE |
|---|---|---|---|---|---|
| Appling | 14.78 | Evans | 22.76 | Newton | 21.75 |
| Atkinson | 20.90 | Fannin | 21.76 | Oconee | 20.15 |
| Bacon | 11.00 | Fayette | 24.93 | Oglethorpe | 14.20 |
| Baker | 11.90 | Floyd | 26.62 | Paulding | 19.00 |
| Baldwin | 22.11 | Forsyth | 21.90 | Peach | 21.75 |
| Banks | 17.35. | Franklin | 21.52 | Pickens | 30.85 |
| Barrow | 17.14 | Fulton | 33.40 | Pierce | 20.25 |
| Bartow | 22.937 | Gilmer | 16.94 | Pike | 17.11 |
| Ben Hill | 15.72 | Glascock | 12.90 | Polk | N. A. |
| Berrien | 15.15 | Glynn | 18.735 | Pulaski | 20.88 |
| Bibb | 34.50 | Gordon | 25.16 | Putnam | 17.59 |
| Bleckley | 20.80 | Grady | 17.77 | Quitman | 17.00 |
| Brantley | 20.47 | Greene | 14.75 | Rabun | 22.24 |
| Brooks | 20.25 | Gwinnett | 28.00 | Randolph | 15.48 |
| Bryan | 18.50 | Habersham | 24.75 | Richmond | 21.50 |
| Bulloch | 19.03 | Hall | 20.863 | Rockdale | 33.95 |
| Burke | 13.625 | Hancock | 19.20 | Schley | 11.47 |
| Butts | 24.51 | Haralson | 23.79 | Screven | 11.25 |
| Calhoun | 15.00 | Harris | 20.25 | Seminole | 21.70 |
| Camden | 18.00 | Hart | 25.14 | Spalding | N. A. |
| Candler | 13.51 | Heard | 13.89 | Stephens | 22.04 |
| Carroll | 16.25 | Henry | 22.05 | Stewart | 14.25 |
| Catoosa | 22.609 | Houston | 20.56 | Sumter | 10.00 |
| Charlton | 20.78 | Irwin | 14.90 | Talbot | 16.13 |
| Chatham | 28.71 | Jackson | 17.21 | Taliaferro | 10.17 |
| Chattahoochee | 17.01 | Jasper | 17.11 | Tattnall | 17.55 |
| Chattooga | 26.55 | Jeff Davis | N. A. | Taylor | 19.15 |
| Cherokee | 24.84 | Jefferson | 13.58 | Telfair | 19.80 |
| Clarke | 26.63 | Jenkins | 22.15 | Terrell | 11.27 |
| Clay | 13.95 | Johnson | 21.10 | Thomas | 18.68 |
| Clayton | 31.00 | Jones | 13.00 | Tift | 10.25 |
| Clinch | 19.06 | Lamar | 21.30 | Toombs | 17.80 |
| Cobb | 28.35 | Lanier | 18.45 | Towns | 12.60 |
| Coffee | 17.50 | Laurens | 14.17 | Treutlen | 22.31 |
| Colquitt | 17.847 | Lee | 15.75 | Troup | 16.07 |
| Columbia | 20.60 | Liberty | 20.95 | Turner | 15.00 |
| Cook | 20.93 | Lincoln | 10.47 | Twiggs | 17.00 |
| Coweta | 14.71 | Long | 21.85 | Union | 12.98 |
| Crawford | 19.41 | Lowndes | 15.85 | Upson | 22.65 |
| Crisp | 14.58 | Lumpkin | 22.45 | Walker | 17.67 |
| Dade | 24.75 | Macon | 15.00 | Walton | 21.28 |
| Dawson | 21.25 | Madison | 19.34 | Ware | 19.84 |
| Decatur | 13.40 | Marion | 13.22 | Warren | 16.21 |
| DeKalb | 32.47 | McDuffie | 11.75 | Washington | 16.62 |
| Dodge | 29.50 | McIntosh | 17.25 | Wayne | 18.50 |
| Dooly | 15.05 | Meriwether | 18.04 | Webster | 17.74 |
| Dougherty | 18.525 | Miller | 15.15 | Wheeler | 12.54 |
| Douglas | N. A. | Mitchell | 14.90 | White | 19.25 |
| Early | 14.10 | Monroe | N. A. | Whitfield | 19.90 |
| Echols | 15.29 | Montgomery | N. A. | Wilcox | 28.75 |
| Effingham | 17.66 | Morgan | 15.31 | Wilkes | 12.82 |
| Elbert | 19.62 | Murray | 23.85 | Wilkinson | 21.13 |
| Emanuel | 20.57 | Muscogee | 36.54 | Worth | 12.35 |

SOURCE: Georgia Department of Revenue, *1980 Statistical Report.*

## 1979 MILLAGE RATES BY COUNTY NUMERICALLY LISTED

| COUNTY | RATE | COUNTY | RATE | COUNTY | RATE |
|---|---|---|---|---|---|
| Sumter | 10.00 | Twiggs | 17.00 | Wilkinson | 21.13 |
| Taliaferro | 10.17 | Chattahoochee | 17.01 | Dawson | 21.25 |
| Tift | 10.25 | Jasper | 17.11 | Walton | 21.28 |
| Lincoln | 10.47 | Pike | 17.11 | Lamar | 21.30 |
| Bacon | 11.00 | Barrow | 17.14 | Richmond | 21.50 |
| Screven | 11.25 | Jackson | 17.21 | Franklin | 21.52 |
| Terrell | 11.27 | McIntosh | 17.25 | Seminole | 21.70 |
| Schley | 11.47 | Banks | 17.35 | Newton | 21.75 |
| McDuffie | 11.75 | Coffee | 17.50 | Peach | 21.75 |
| Baker | 11.90 | Tattnall | 17.55 | Fannin | 21.76 |
| Worth | 12.35 | Putnam | 17.59 | Long | 21.85 |
| Wheeler | 12.54 | Effingham | 17.66 | Forsyth | 21.90 |
| Towns | 12.60 | Walker | 17.67 | Stephens | 22.04 |
| Wilkes | 12.82 | Webster | 17.74 | Henry | 22.05 |
| Glascock | 12.90 | Grady | 17.77 | Baldwin | 22.11 |
| Union | 12.98 | Toombs | 17.80 | Jenkins | 22.15 |
| Jones | 13.00 | Colquitt | 17.847 | Rabun | 22.24 |
| Marion | 13.22 | Camden | 18.00 | Treutlen | 22.31 |
| Decatur | 13.40 | Meriwether | 18.04 | Lumpkin | 22.45 |
| Candler | 13.51 | Lanier | 18.45 | Catoosa | 22.609 |
| Jefferson | 13.58 | Bryan | 18.50 | Upson | 22.65 |
| Burke | 13.625 | Wayne | 18.50 | Evans | 22.76 |
| Heard | 13.89 | Dougherty | 18.525 | Bartow | 22.937 |
| Clay | 13.95 | Thomas | 18.68 | Haralson | 23.79 |
| Early | 14.10 | Glynn | 18.735 | Murray | 23.85 |
| Laurens | 14.17 | Paulding | 19.00 | Butts | 24.51 |
| Oglethorpe | 14.20 | Bulloch | 19.03 | Dade | 24.75 |
| Stewart | 14.25 | Clinch | 19.06 | Habersham | 24.75 |
| Crisp | 14.58 | Taylor | 19.15 | Cherokee | 24.84 |
| Coweta | 14.71 | Hancock | 19.20 | Fayette | 24.93 |
| Greene | 14.75 | White | 19.25 | Hart | 25.14 |
| Appling | 14.78 | Madison | 19.34 | Gordon | 25.16 |
| Irwin | 14.90 | Crawford | 19.41 | Chattooga | 26.55 |
| Mitchell | 14.90 | Elbert | 19.62 | Floyd | 26.62 |
| Calhoun | 15.00 | Telfair | 19.80 | Clarke | 26.63 |
| Macon | 15.00 | Ware | 19.84 | Gwinnett | 28.00 |
| Turner | 15.00 | Whitfield | 19.90 | Cobb | 28.35 |
| Dooly | 15.05 | Oconee | 20.15 | Chatham | 28.71 |
| Berrien | 15.15 | Brooks | 20.25 | Wilcox | 28.75 |
| Miller | 15.15 | Harris | 20.25 | Dodge | 29.50 |
| Echols | 15.29 | Pierce | 20.25 | Pickens | 30.85 |
| Morgan | 15.31 | Brantley | 20.47 | Clayton | 31.00 |
| Randolph | 15.48 | Houston | 20.56 | DeKalb | 32.47 |
| Ben Hill | 15.72 | Emanuel | 20.57 | Fulton | 33.40 |
| Lee | 15.75 | Columbia | 20.60 | Rockdale | 33.95 |
| Lowndes | 15.85 | Charlton | 20.78 | Bibb | 34.50 |
| Troup | 16.07 | Bleckley | 20.80 | Muscogee | 36.54 |
| Talbot | 16.13 | Hall | 20.863 | Douglas | N. A. |
| Warren | 16.21 | Pulaski | 20.88 | Jeff Davis | N. A. |
| Carroll | 16.25 | Atkinson | 20.90 | Monroe | N. A. |
| Washington | 16.62 | Cook | 20.93 | Montgomery | N. A. |
| Gilmer | 16.94 | Liberty | 20.95 | Polk | N. A. |
| Quitman | 17.00 | Johnson | 21.10 | Spalding | N. A. |

SOURCE: Georgia Department of Revenue, *1980 Statistical Report.*

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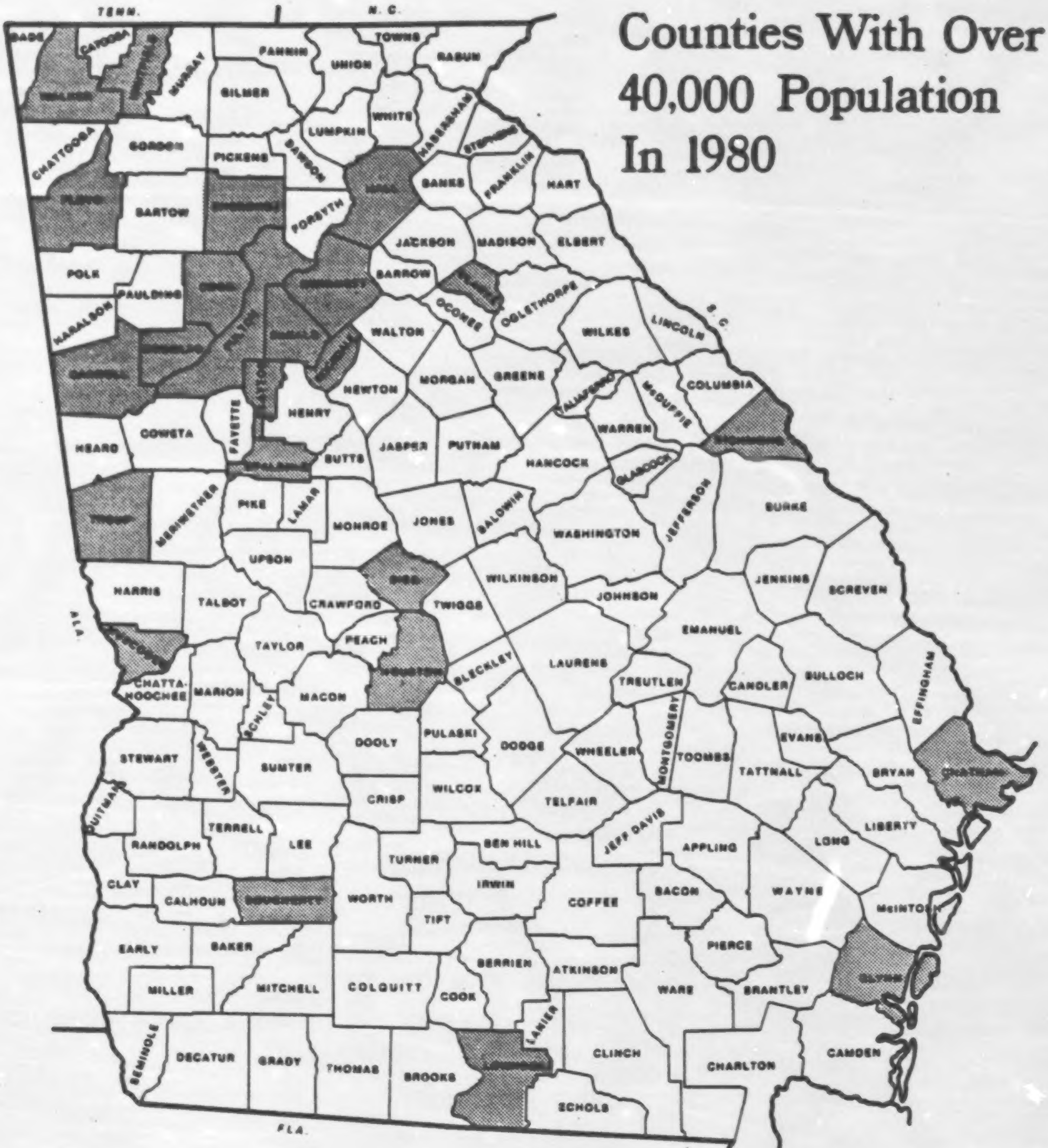
BEST COPY AVAILABLE

# Counties With Over 40,000 Population In 1980


TENN.
N. C.
S. C.
ALA.
FLA.
DADE
MURRAY
FANNIN
UNION
TOWNS
RABUN
GILMER
WHITE
LUMPKIN
HABERSHAM
STEPHENS
CHATTOOGA
GORDON
PICKENS
DAWSON
BANKS
FRANKLIN
HART
BARTOW
FORSYTH
JACKSON
MADISON
ELBERT
POLK
PAULDING
BARROW
HARALSON
OCONEE
OGLETHORPE
WILKES
LINCOLN
WALTON
NEWTON
MORGAN
GREENE
TALIAFERRO
McDUFFIE
COLUMBIA
WARREN
HENRY
FAYETTE
HEARD
COWETA
BUTTS
JASPER
PUTNAM
HANCOCK
GLASCOCK
JEFFERSON
PIKE
LAMAR
MERIWETHER
MONROE
JONES
BALDWIN
WASHINGTON
BURKE
UPSON
WILKINSON
JENKINS
SCREVEN
HARRIS
TALBOT
CRAWFORD
TWIGGS
JOHNSON
EMANUEL
TAYLOR
PEACH
BLECKLEY
LAURENS
TREUTLEN
CANDLER
BULLOCH
EFFINGHAM
CHATTA-HOOCHEE
MARION
SCHLEY
MACON
PULASKI
DODGE
WHEELER
MONTGOMERY
TOOMBS
EVANS
TATTNALL
BRYAN
STEWART
WEBSTER
SUMTER
DOOLY
WILCOX
TELFAIR
QUITMAN
CRISP
JEFF DAVIS
APPLING
LIBERTY
LONG
RANDOLPH
TERRELL
LEE
TURNER
BEN HILL
IRWIN
CLAY
CALHOUN
WORTH
COFFEE
BACON
WAYNE
McINTOSH
TIFT
PIERCE
EARLY
BAKER
BERRIEN
ATKINSON
MILLER
MITCHELL
COLQUITT
COOK
WARE
BRANTLEY
LANIER
SEMINOLE
DECATUR
GRADY
THOMAS
BROOKS
CLINCH
CHARLTON
CAMDEN
ECHOLS

SOURCE: U. S. Bureau of the Census

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**LESSON TOPIC:** Why We Have Budgets

**GRADE LEVEL:** Secondary

**CONCEPTS:** Budget

**TERMS:** Appropriation, Balanced Budget, Debt, Income, Inflation, Revenue

**MATERIALS:** I.C.E. Glossary of Terms; Local Newspapers; Teacher Resource: "Teaching About Georgia; State Budget; "Handouts: "Family Budget," "Decision Making," Steps In Georgia's Budgetary Process," and "How Each State Tax Dollar Serves People."

**OBJECTIVES:** Students will be able to:

1. Define the term "budget."
2. Recognize the need for governments to allocate limited revenues among many needs.
3. Recognize the relationship between a budget and taxes.
4. Recognize the impact of inflation upon personal and governmental budgets.
5. Apply decision-making skills in planning their own personal or family budgets.
6. Recognize how graphs can be used to portray information about budgetary expenses by category.

**PROCEDURES:**

1. Ask students for a definition of "budget," and record their answers on the board. Then, refer to the glossary of terms for a definition.
2. Ask how many students receive some form of "income" (such as allowance, part-time job, baby sitting money, etc.). Have students discuss how they decide how to spend that money, and whether they put part of it away in savings. Explain that those students who have a plan about how they will spend (or save) their money are following a "budget," and that many of their parents (and governments) have to do the same thing–plan how they will spend their money.
3. Using the handout, "Family Budget," have students privately guess or estimate the monthly expenses of their family by the various categories. Then, have students take their estimates home and discuss with their parents how as an optional activity accurately this reflects the family's actual expenses, and whether that family follows a budget.
4. Using a transparency of the budget handout, develop a hypothetical situtation in which there is not enough monthly income to meet all the categories of expenses. Discuss which types of expenses are mandatory and which are optional or discretionary. Then have students discuss the relative priority of each category of expenditure, and make decisions as to which expenses can be met, which will have to be postponed, and which cannot be met.
5. Identify the final budget that the class arrives at where the available income is allocated among as many categories as possible–that is, where expenses do not exceed income–as a "balanced budget." Then, discuss what happens when expenses exceed available income.
6. Using the handout "Decision Making," apply a decision-making approach to this activity by identifying alternatives to the decisions to be made, and then listing the pros and cons of each alternative before reaching a final decision.

Ask students what alternatives a family would have, such as:

(1) Borrowing money to meet the additional expenses (which gets you off the immediate hook, but then you have to pay back that money plus interest out of future income).

(2) Buying on credit (e.g., Master Charge). This is a form of borrowing, with some of the same advantages and disadvantages.

(3) Skipping payments. This is against the law and can hurt your future credit rating, but gets you out of an immediate jam.

(4) Declaring bankruptcy. This cancels all your debts, but you lose many of your personal items of value, and hurt your future credit rating severely.

(5) Reducing your standard of living (moving to an apartment, trailer, or smaller house; riding the bus instead of a car; cutting back on food, clothing, entertainment, etc.). This saves you money, but at physical and psychological cost sometimes.

(6) Finding additional income (either through a better job or through additional jobs).

Following this activity, have students discuss why they feel a budget can be important.

7. Discuss the current inflation problem in America and cite several reasons for inflation (e.g., people spending more money than they are making through the use of credit, high levels of government expenditure, spending more money abroad than foreign money coming into this country, the rising cost of all products because of rising prices of oil and other forms of energy, etc.) As an example of inflation, graph the price of a cold drink, candy bar, movie ticket, or a meal on the board over the past thirty years. Then, ask students what impact inflation can have on them and their budget.

   With the current inflation rate, what will need to happen to a family's income just to maintain its current obligations next year? Where will this additional income come from (generally pay raises, unless the spouse gets a job, or either or both parents take a second job). Who pays for the pay raise for workers (business or government), and then what happens (prices or taxes go up, which feeds inflation).

8. After looking at personal budgets, raise the question: do governments have to budget their money and why? Explain that there are so many needs (new schools, better teacher salaries, new highways, etc.) and only limited resources or revenue to pay for those needs. Thus, a budget is the way of deciding which needs will be met and which will not. Explain, also, that Georgia governments must operate with a balanced budget, so that we cannot spend more money than we will raise in taxes in any one year. Unlike the federal government, Georgia state and local governments cannot print additional money when they need it. And while they can do a limited amount of borrowing, they cannot spend more money than they anticipate taxes and other sources of revenue will bring in for the year.

9. What options does government have in the face of inflation and increasing needs for more services? Explain that governments essentially have the same options that private individuals have (except bankruptcy is generally not an alternative for government).

10. After reading "Teaching About Georgia's State Budget," give students a copy of the handout, "Steps in Georgia's Budgetary Process," and discuss the procedure. Explain that when government authorizes its money to be spent and agrees which programs will get how much money, the legislative body (city council, county commission, state legislature, or Congress) passes a law called the "budget" or "appropriation" act. With the handout, "How Each State Tax Dollar

Serves People," show how Georgia's budget is divided among the various programs.

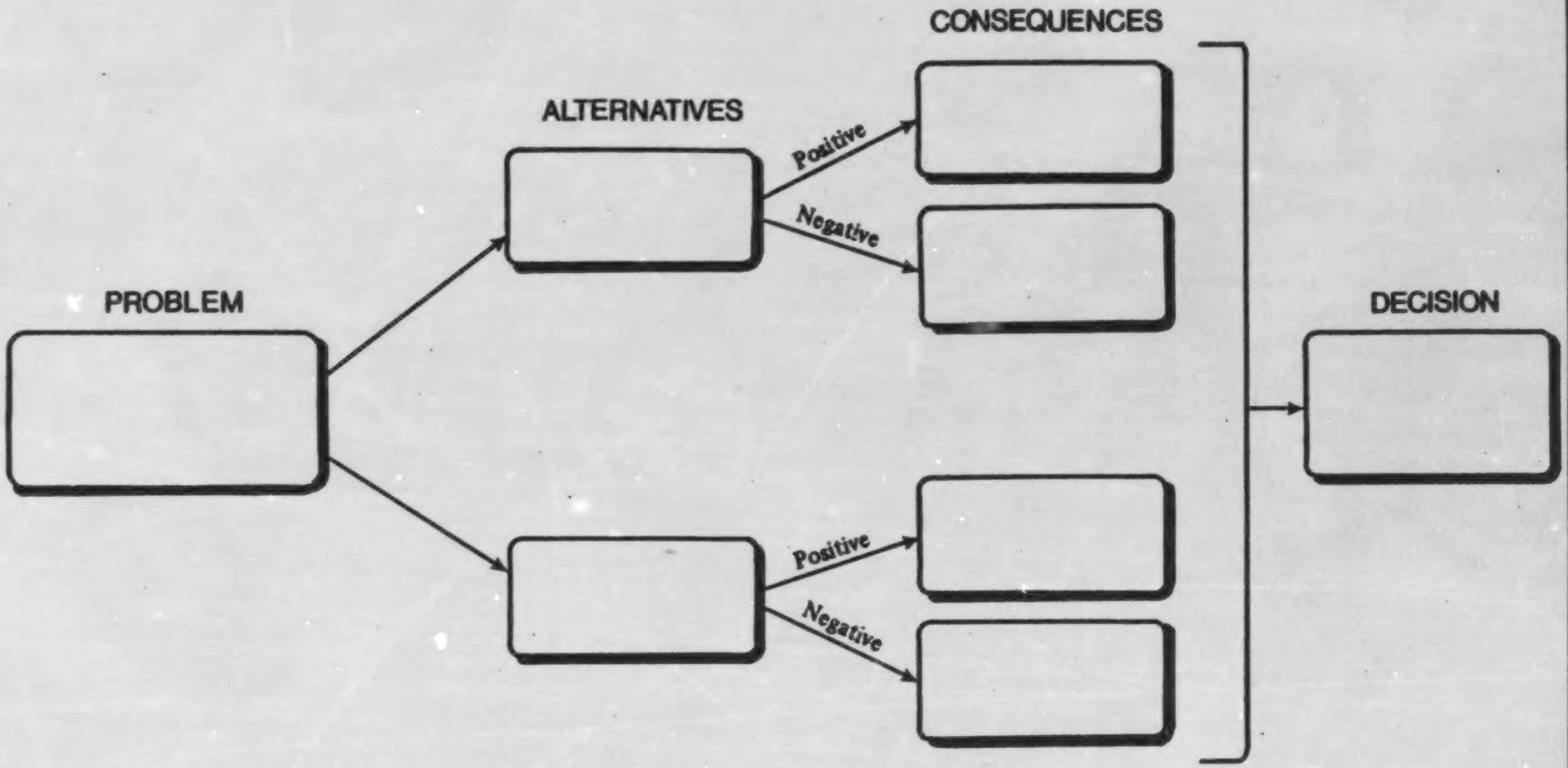
11. Have students review the newspaper or weekly news magazines for articles about local, state, or federal budgets. Post copies of the articles on the class bulletin board.

12. Invite your school's principal into the classroom to talk with students about the school's budget and problems the school system is having in budgetary matters. Ask the principal to discuss sources of funds for the school (local, state, and federal, as well as annual fund-raising activities and fees). Have students prepare questions to ask in advance for this classroom visit.

## FAMILY BUDGET

| Category of Monthly Expense | Student Estimate ($/month) | Actual ($/month) |
|---|---|---|
| House Payment or Rent | $ ________ | $ ________ |
| Property Tax, School Tax, & Home Insurance (if not included in house payment) | $ ________ | $ ________ |
| Electricity | $ ________ | $ ________ |
| Natural Gas | $ ________ | $ ________ |
| Water and Sewer | $ ________ | $ ________ |
| Garbage Pickup | $ ________ | $ ________ |
| Telephone | $ ________ | $ ________ |
| Savings Account | $ ________ | $ ________ |
| Car Payments | $ ________ | $ ________ |
| Car Insurance | $ ________ | $ ________ |
| Car Tags, Taxes, Inspections | $ ________ | $ ________ |
| Parking | $ ________ | $ ________ |
| Gasoline (including credit cards) | $ ________ | $ ________ |
| Car Repairs, Maintenace, Tires, etc. | $ ________ | $ ________ |
| Other Transportation (bus, taxi, etc.) | $ ________ | $ ________ |
| Groceries, Eating Out, School Lunches | $ ________ | $ ________ |
| Clothing | $ ________ | $ ________ |
| Medical, Doctor, Drugs, Hospital | $ ________ | $ ________ |
| Dry Cleaning, Laundry | $ ________ | $ ________ |
| Hair Care | $ ________ | $ ________ |
| Spa, Health Club, Tennis Club, etc. | $ ________ | $ ________ |
| Civic, Social, Professional Organizations | $ ________ | $ ________ |
| Union Dues | $ ________ | $ ________ |
| Exterminator, Yard Work, Home Repairs | $ ________ | $ ________ |
| Life Insurance, Health Insurance, etc. | $ ________ | $ ________ |
| Contributions to Church, Charity, etc. | $ ________ | $ ________ |
| Birthday, Anniversary, etc. Gifts | $ ________ | $ ________ |
| Appliances, Stereo, Records, etc. | $ ________ | $ ________ |
| Newspapers, Magazines, Books, etc. | $ ________ | $ ________ |
| School Supplies | $ ________ | $ ________ |
| Family Trips, Vacations, etc. | $ ________ | $ ________ |
| Movies, Sports, Concerts, Entertainment | $ ________ | $ ________ |
| Child Care | $ ________ | $ ________ |
| Tuition | $ ________ | $ ________ |
| Tobacco, Alcohol, etc. | $ ________ | $ ________ |
| Cable Television | $ ________ | $ ________ |
| Outstanding Loans | $ ________ | $ ________ |
| Credit Card Payments (e.g., Master Charge, Visa, Sears, etc.) | $ ________ | $ ________ |
| Miscellaneous (list)________________<br>________________________<br>________________________ | $ ________ | $ ________ |
| *Total Monthly Payments* | $ ________ | $ ________ |
| *Total Monthly Income (Takehome)* | $ ________ | $ ________ |

# Decision Making


CONSEQUENCES
ALTERNATIVES
Positive
Negative
PROBLEM
DECISION
Positive
Negative

Enlarge diagram if additional alternatives or consequences are needed.

### TEACHING ABOUT

# Georgia's State Budget

by Edwin L. Jackson

Traditionally, textbooks have emphasized the lawmaking function of the legislature as the principal task of that body, and school children recite the typical prescription of our governmental trilogy: "the legislature makes the law, the executive carries out the law, and the judiciary interprets the law."

Unfortunately, this depiction only partially contributes to an understanding of the way government actually operates—particularly the legislative branch. To be sure, each year hundreds of laws are enacted by the General Assembly. However, unquestionably one of the most important functions it serves is to annually consider each state agency's requests for funds for the next fiscal year; to consider the governor's funding priorities; to consider the past record of agency performance; and, given the estimate of state revenue, to allot this money among agencies and programs.

Thus, a law may be passed allowing the establishment of a statewide kindergarten program; but it is the appropriation—or budget—process that decides if and when the program becomes a reality and to what degree it will be maintained. Although there are some types of legislation—such as allowing right turn on red—which do not require funding, quite simply, the major programs and laws of our state government require money. Thus, the most "political" event of each session of the General Assembly is the budgetary process.

Because the budget is such a crucial item, it is important that Georgia's students understand the steps that go into deciding how state funds are to be spent each year.

## Making a Budget

The budget process has two steps: (1) preparing the budget, and (2) official enactment of the budget. In many states, the first function is performed by the governor and his budgetary staff and may begin over a year before the agency receives its money. Typically, the governor's budget office requests from each agency a variety of information—such as current positions and pay grades within the agency, new positions and equipment needed, new programs being sought by that agency for funding, etc. Invariably, agencies show a strong and legitimate case for increased funding. However, the state cannot fund all of these requests since the Constitution prohibits the appropriation of more money than is anticipated to be received as revenue during a year. Therefore, the governor's budget staff reviews each agency's request in light of the limited funds that will be available, generally recommending that reductions be made. Finally, the governor recommends additional programs and a comprehensive budget is prepared and submitted in the form of a proposed appropriation bill for the legislature to consider.

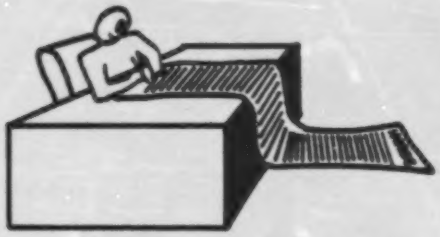
In Georgia, and in many other states, the governor's proposed state budget is given to a legislator—such as the governor's administration floor leader—in the House of Representatives and introduced as a bill. (All appropriate bills must be introduced in the House.) The legislature, however, is not bound to accept any or all of the governor's recommended budget, and, in fact, will have its own budget staff (Legislative Budget Analyst) prepares an alternative budget called a *continuation budget*. A continuation budget essentially shows what it will take next year—given the impact of inflation, reduced federal support for certain state programs, and other such variables—to continue existing programs at existing levels. The continuation budget includes no new programs and, generally, no changes in personnel. The House and Senate Appropriations Committees then hold joint budget hearings, with representatives from each state agency testifying as to their budget request. At this time, an agency may appeal any cuts the governor made in his recommended budget.

Finally, the House will approve—typically toward the end of a session—a budget appropriation bill, with the bill then sent to the Senate, which usually makes additional changes. If the version that passes the Senate now differs from the version that passed the House—and invariably it does—it goes back to the House. Ultimately, a conference committee will be appointed to compromise on the budget differences between the two houses. The two houses will approve the compromise version shortly before the legislative session ends.

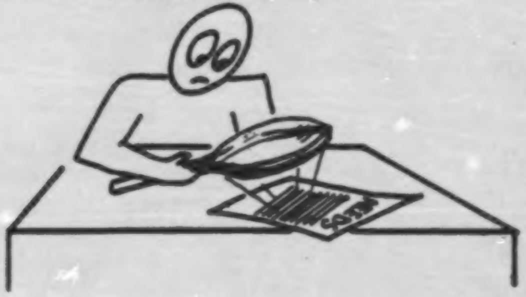
From *Teaching Georgia Government*, December 1979. Reprinted with permission.

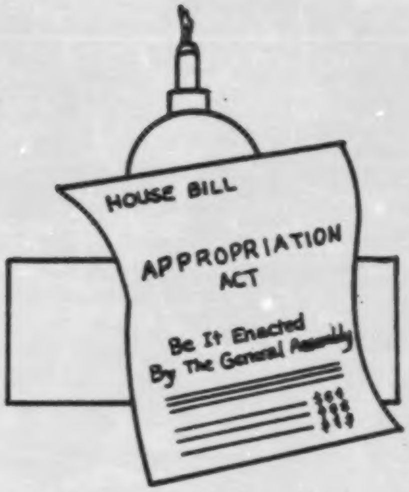
# Steps In Georgia's Budgetary Process

❶ State agencies provide the Governor's office with their requests for funding.

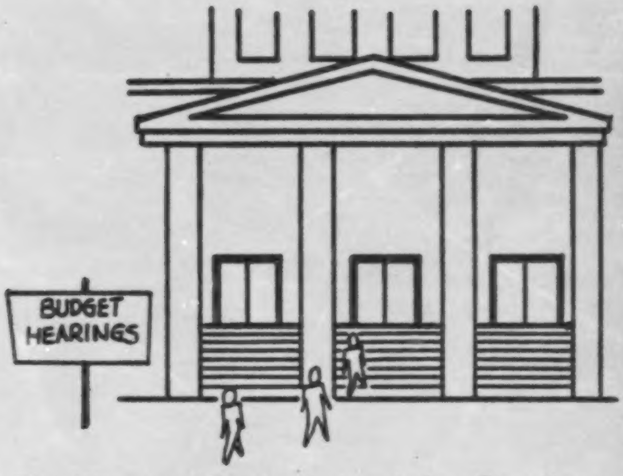


❷ The Governor's Office of Planning and Budget evaluates the requests, sets priorities, and makes decisions about the final budget

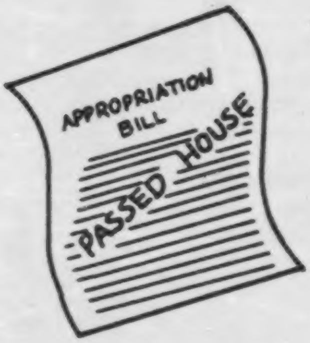


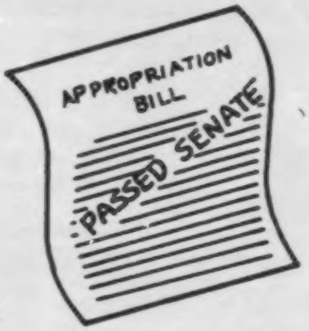

HOUSE BILL
APPROPRIATION ACT
Be It Enacted By The General Assembly

❸ The budget is introduced in the House as a bill.


BUDGET HEARINGS

❹ The House and Senate Appropriations Committees hold joint budget hearings, with representatives from each agency allowed to testify as to their budget request.


APPROPRIATION BILL
PASSED HOUSE


APPROPRIATION BILL
PASSED SENATE

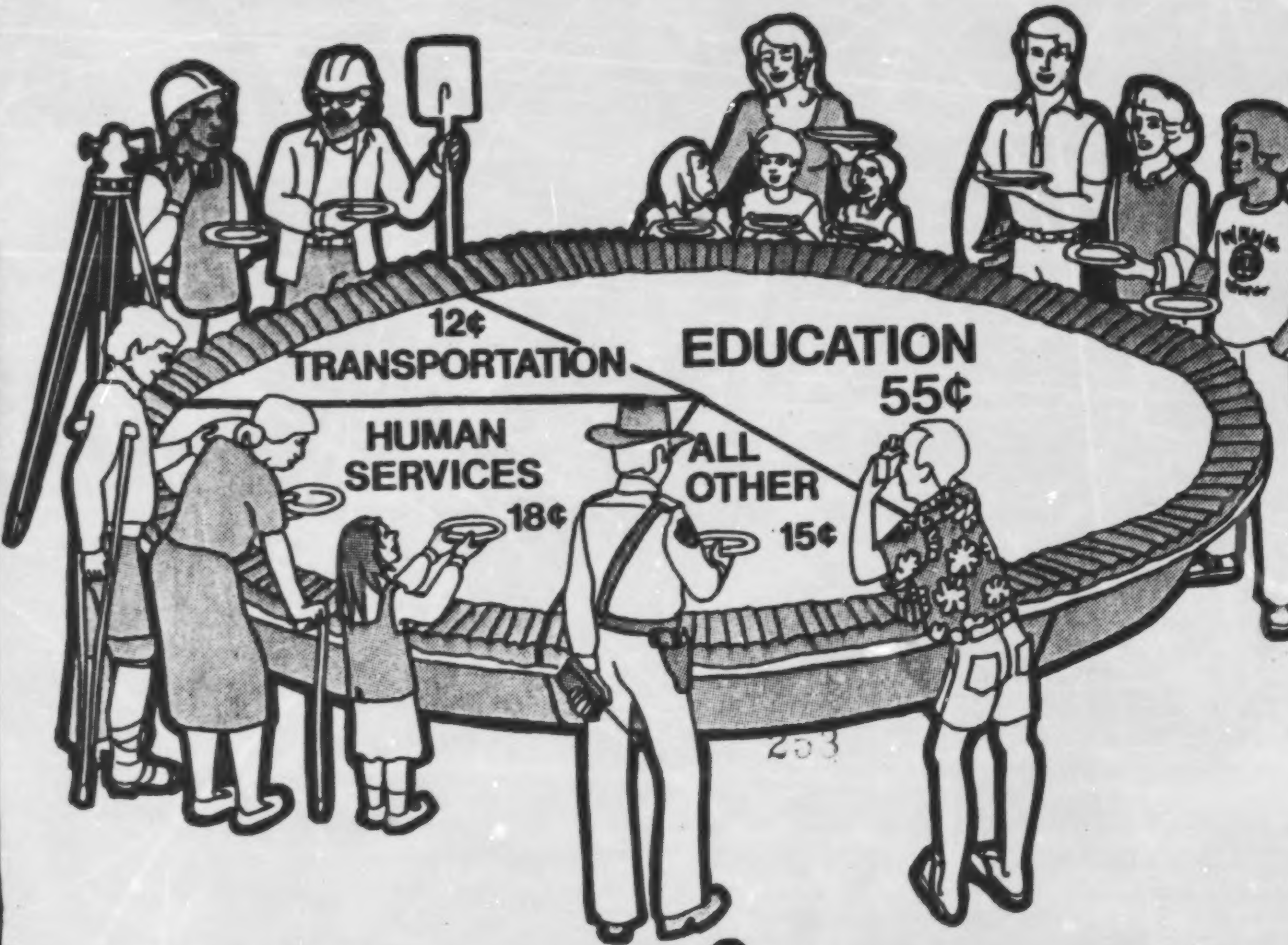
❺ The House approves an appropriation bill.

❻ The Senate approves an appropriation bill, but usually with changes.

❼ A conference committee is appointed to compromise on the differences. Then both House and Senate must approve the compromise version.

❽ The Governor signs the bill into law.

# HOW EACH STATE TAX DOLLAR SERVES PEOPLE



# Council Passes Record $156 Million Budget

By T.L. Wells
Constitution Staff Writer

As Atlanta City Council members approved a record $156.2 million city budget Monday, Council President Marvin Arrington said he may seek a pay raise for city employees later this year, if the Georgia General Assembly allows the city to implement several new revenue measures.

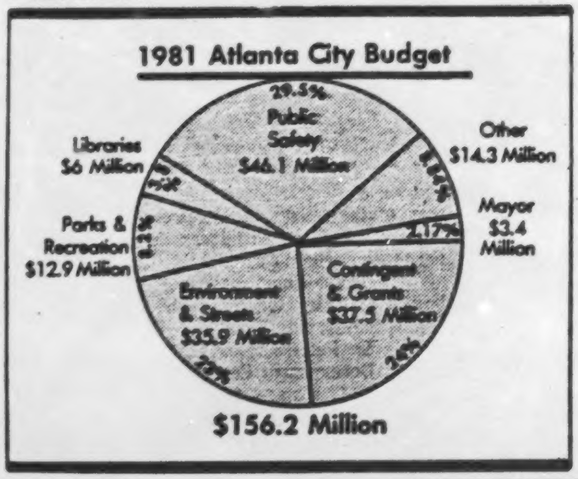
Arrington said he would support pay raises of up to 8.5 percent for most employees and up to 12.75 percent for police and firefighters, if the state legislature agrees to allow the city to increase its hotel/motel tax or revenue from other sources.

But city budget officials said later that the revenue sources would not provide enough money to cover raises of that size. A 3 percent boost in the hotel/motel tax, for instance, would provide an extra $3 million, while a 4.25 percent pay raise for all employees, including public safety employees, would cost almost $4.5 million.

Meanwhile, with only one "no" vote, the council approved the 1981 city budget — 10 percent higher than last year's — with relatively little discussion and no attempts by council members to amend it.

Arguing that the budget should include some kind of pay raise for city employees, Councilman James Howard cast the lone dissenting vote.

He cited a recent increase in insurance rates for the dependents of city employees and said, "We're talking about decreasing their wages when they really need it. This budget doesn't include any raises for them, and we're taking out $16 more a month."



Arrington said later that "the money's not there" for a pay raise. If the legislature approves the city's new revenue requests, "then we'll have some money."

The budget includes $46.1 million for public safety, $35.9 million for environment and streets, $12.9 million for parks and recreation, $6 million for libraries and $3.2 million for community and human development.

The council also adopted a three-month extension of the city's 11 p.m. to 6 a.m. curfew for youngsters under 15, which was enacted into law because of the deaths and disappearances of 16 Atlanta youths.

Councilwoman Carolyn Long Banks introduced another ordinance Monday to toughen the curfew law. Under her proposal, the age limit would be dropped to children under 14 years of age, and the curfew hours would be extended from 9 p.m. to 6 a.m.

In addition, parents whose children are picked up by police under the new ordinance would face penalties. A warning would be given to the parents for the first offense and fines would be levied for the second offense.

Council members also approved a measure Monday authorizing City Attorney Marva Jones Brooks to file a massive antitrust lawsuit against construction firms involved in the building of the $400 million Midfield Terminal at Hartsfield International Airport.

In addition, the measure allows Mayor Maynard Jackson to agree to have airlines, which pay off much of the debt on the terminal through landing fees, to foot half of the legal bill.

Charging that the construction firms may have conspired among themselves to fix prices, the suit is expected to seek more than $100 million in damages from more than two dozen construction firms.

The suit, which is to be filed Tuesday in U.S. District Court, will probably focus on the paving and roadwork at the airport, rather than on the terminal building itself.

A federal grand jury is investigating paving and construction in Georgia and has subpoenaed bidding documents from firms involved in the work at Hartsfield.

In other business, the Public Safety Committee was assigned two proposals regulating the taxicab industry. One ordinance would raise cab fare from 10 cents per eighth mile to 10 cents per ninth mile; the other would boost rates from downtown Atlanta to Hartsfield International Airport.

THE ATLANTA CONSTITUTION
January 20, 1981

# DeKalb Scrambles On Budget

By Sharon J. Salyer
Constitution Staff Writer

DeKalb County officials are scrambling to balance the 1981 budget, with expenses projected to be $9.2 million higher than this year's revenues.

"Just to provide the same programs and services this year that we did last year will cost $9.2 million more," new county commission Chairman Manuel Maloof said Sunday.

Maloof said he could not say whether a tax increase is in the offing, but said, "Before we would do that, we're going to look at a number of possibilities."

Since the county cannot approve a deficit budget, either expenses must be trimmed or revenues must be increased to balance the budget.

Last December, the county commission passed a tentative or continuation budget for 1981, which allows the county to pay its bills and continue county services until a permanent budget is proposed by Maloof and approved by the county commission.

The county runs on a calendar year budget, and the budget for the new year usually is approved in December. However, the commission adopted a carbon copy of the 1980 budget to give Maloof an opportunity to shape this year's budget proposal.

Maloof said that he will meet with the county government's department heads this week in hopes of finalizing his 1981 budget proposal by the end of the month.

Maloof pointed out that the $9.2 million shortage in revenues exists even without including two top budget priorities — hiring more police officers and finding a solution to the problem of the county's badly overcrowded jail.

Hiring 50 new police, he said, would cost approximately $1 million.

Several proposals have been made on how to solve the jail's overcrowding problem. However, no one plan for solving the problem has been endorsed by Maloof, and no cost estimate has been given for solving the problem.

Maloof also announced that a series of briefings will be held in late January and early February to give the public detailed information on the budget.

But instead of merely sitting through a polished presentation on the proposed budget, citizens will be given a list of budget alternatives and their costs.

Maloof said the public will have more say-so over what is included or excluded in the 1981 budget.

"People have got to learn more about the budget and where their tax money is going. It's almost an educational process. We want to lay out to the public what certain revenues mean as far as more or less services," Maloof said.

"I just hope the people will come out to the meetings. The budget will be explained in full detail, and I feel the public ought to have some input into the budget," Maloof said.

Four budget meetings will be held simultaneously on Jan. 29, with one meeting held in each of the four county commission districts. The time and place of the meetings are expected to be announced this week. A second set of information meetings will be held the second week in February, although no date for the meetings has been announced.

Final adoption of the budget is tentatively scheduled for late February or early March.

THE ATLANTA CONSTITUTION

Jan. 12, 1981

**LESSON TOPIC:** Georgia's Criminal Justice System

**GRADE LEVEL:** Secondary

**CONCEPTS:** Adversary system, due process, criminal law, judicial process, appellate jurisdiction, original jurisdiction, rules of evidence

**TERMS:** See Glossary accompanying this lesson

**OBJECTIVES:** Students will be able to:

1. Describe the basic courts and their roles in Georgia's judicial system.
2. Evaluate a recreated criminal trial, citing examples of due process protections afforded the defendant.
3. Discuss the operation of the adversary system within the courtroom.
4. Demonstrate more positive attitudes towards the criminal justice system in America.
5. Identify career opportunities in the fields of law, courts, and law enforcement.

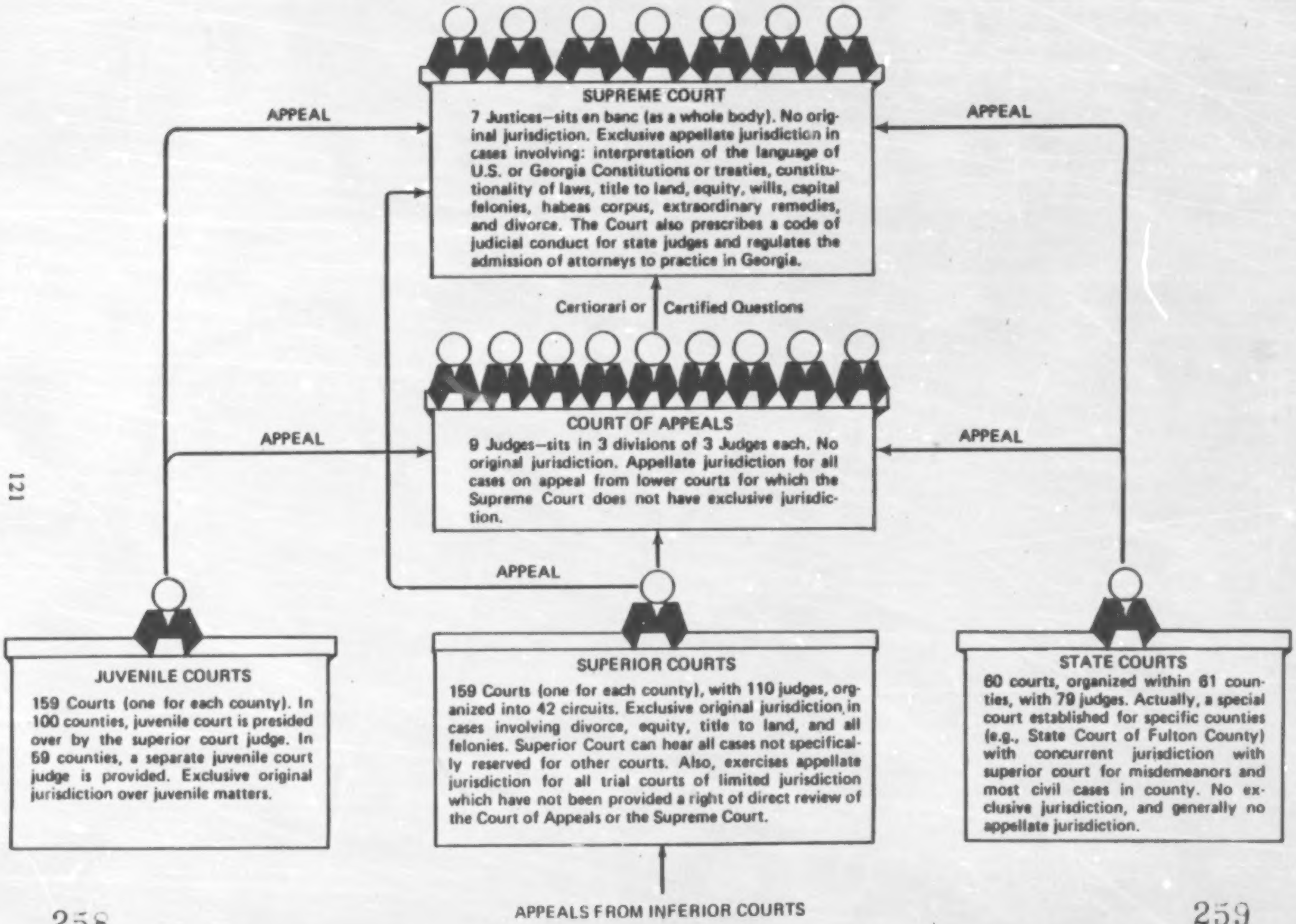
**MATERIALS:** Videotape: "State v. Eugene Colster: Georgia's Judicial Process in Action" (available from the Social Studies Coordinator, Fulton County Schools), with accompanying Teacher's Guide. Handout: "Judicial System of Georgia." Teacher reference material: "Suggestions to Teachers Preparing For A Field Trip to Court" and "The Proceedings of a Case."

**PROCEDURES:**

1. Obtain the cassette videotape, "State v. Eugene Colster" and check to make sure that it fits your school's equipment and that the monitor is operational.
2. Give students a copy of the handout, "Judicial System of Georgia," explaining that the Superior Court and the State Court of the County are the two basic trial courts (except for juvenile matters) in Georgia. Distinguish between a "felony" and a "misdemeanor," and indicate that felonies are tried in Superior Court, while misdemeanors are tried in the State Court of Fulton County. Explain that the videotape students will view involves the re-creation of an actual trial that took place in State Court of Fulton County.
3. Run off handouts of factual content questions from the Teacher's Guide, and distribute to students before showing the videotape.
4. Show the videotape and stop for discussion at various points to ensure that all students are paying attention and understand what has gone on. Three convenient places to stop are: (1) following the opening statements, (2) after the prosecution rests, and (3) after the defense rests.

5. Refer to question answer in the Teacher's Guide if necessary to clear up any student misunderstandings. You might want to discuss answers to these questions at each stopping point in the videotape.
6. At the end of the videotape, ask for a show of hands to indicate whether students thought Colster was guilty or not guilty. Call on individuals on each side to explain their decisions. For those who feel Colster was guilty, ask if they are sure "beyond a reasonable doubt." For those who have doubts, ask whether it is better to let 99 guilty people go free, or have one innocent person go to jail.
7. Review activities in the Teacher's Guide to determine what type of follow-up activity would be most useful to the class.
8. If possible, plan a field trip to a local courtroom, reviewing the information contained in "Suggestions to Teachers Preparing for a Field Trip to Court" and "The Proceeding of a Case." Most local judges are very supportive of classes visiting their courtrooms, provided advance notice is given.
9. Following the videotape or field trip, have students conduct a mock trial, assigning students the different roles used in a trial.

# Judicial System of Georgia


APPEAL
APPEAL
Certiorari or Certified Questions
APPEAL
APPEAL
APPEAL
APPEALS FROM INFERIOR COURTS

**SUPREME COURT**

7 Justices—sits en banc (as a whole body). No original jurisdiction. Exclusive appellate jurisdiction in cases involving: interpretation of the language of U.S. or Georgia Constitutions or treaties, constitutionality of laws, title to land, equity, wills, capital felonies, habeas corpus, extraordinary remedies, and divorce. The Court also prescribes a code of judicial conduct for state judges and regulates the admission of attorneys to practice in Georgia.

**COURT OF APPEALS**

9 Judges—sits in 3 divisions of 3 Judges each. No original jurisdiction. Appellate jurisdiction for all cases on appeal from lower courts for which the Supreme Court does not have exclusive jurisdiction.

**JUVENILE COURTS**

159 Courts (one for each county). In 100 counties, juvenile court is presided over by the superior court judge. In 59 counties, a separate juvenile court judge is provided. Exclusive original jurisdiction over juvenile matters.

**SUPERIOR COURTS**

159 Courts (one for each county), with 110 judges, organized into 42 circuits. Exclusive original jurisdiction in cases involving divorce, equity, title to land, and all felonies. Superior Court can hear all cases not specifically reserved for other courts. Also, exercises appellate jurisdiction for all trial courts of limited jurisdiction which have not been provided a right of direct review of the Court of Appeals or the Supreme Court.

**STATE COURTS**

60 courts, organized within 61 counties, with 79 judges. Actually, a special court established for specific counties (e.g., State Court of Fulton County) with concurrent jurisdiction with superior court for misdemeanors and most civil cases in county. No exclusive jurisdiction, and generally no appellate jurisdiction.

# TEACHER'S GUIDE TO
# STATE v. EUGENE COLSTER

> "The effectiveness of a democracy depends on the education of its citizens and their willingness to assume responsibility and risk in planning, problem solving, and producing results in pursuit of the good life. . . (I)ntimate acquaintance with our system of justice builds interest in it, loyalty to it, understanding of it, and willingness to live by and protect it."
>
> John D. Russell, article in American Bar Association Journal, July 1979.

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## State v. Eugene Colster: Georgia's Judicial Process in Action

*State v. Eugene Colster: Georgia's Judicial Process in Action* is a video tape cassette of a recreated jury trial involving shoplifting. It was filmed in the State Court of Fulton County and was developed specifically to show elements of criminal trial procedure in as realistic detail as possible. Occasionally, the lawyers and the judge provide more graphic explanations of legal terminology and procedures than one might normally expect. Also, technical limitations made it necessary for characters occasionally to speak louder or stand in a certain area in order to be heard.* However, judicial experts have scrutinized all of the scenes to ensure not only that they are legally accurate, but also that they are representative of a typical case.

This teacher's guide is meant to help the teacher prepare for using the court case in class. The following instructional materials accompany the film: an outline of the case, a diagram of the courtroom, content, analytical and discussion questions, outside activities, a chart of Georgia's court structure, and a glossary of legal terms. This information is included in order to facilitate and enhance coursework in law education.

It is important that student viewers realize that decisions made in a court of law, far from being mystical determinations, resemble everday choices which we all make based on factual circumstances and moral beliefs and attitudes. Those who participate in this decision-making process—the judge and jury—decide what in truth happened and then apply the law itself to the situation which occurred. In this case viewers are encouraged to role-play jurors sitting on the trial and arrive at a verdict on Eugene Colster.

One unique aspect of this documentary is that some of those involved with the actual case on which this recreated trial is based agreed to play the characters in the video tape.* This documentary was made possible by Fulton County School System's "Improving Citizenship Education Project," a Title IV-C project funded by the Georgia Department of Education.

Though the idea for video taping a court case was initiated by the Institute of Government and Fulton County Schools, it would not have been possible without the enthusiastic support from Judge Dorothy Beasley, who was also instrumental in acquiring many of the volunteer "stars" appearing in the filmed trial. The Institute of Government also appreciates the contributions of the University of Georgia education station, WGTV, Channel 8, for filming and preparing the edited versions. Other volunteers contributing invaluable assistance were Atlanta attorneys Clara Axam and Connie Wood, who served as legal advisers.

### Outline of Trial

*Opening:* Judge makes introductions and reads the charge (what the state is accusing the defendant Eugene Colster of doing wrong—shoplifting on May 28, 1978).

*Voir Dire:* interview and questioning of prospective jurors from panel of 12 to determine their ability to render a fair and impartial decision.

One member of the panel is "stricken for cause" because she shops at the grocery story involved and knows the manager quite well. She is replaced, as the parties are entitled to a full panel of 12 from which each side may strike 3 to end up with a jury of 6 members.

Both lawyers question other members of the jury panel prior to making the 3 peremptory challenges each. Jury is selected and seated. (Felony trials have 12 jurors, whereas misdemeanor trials in state court, such as this one, have 6).

*Opening Statements:* Each side informs the jury what is to be proved and/or evidence to be presented concerning the allegations.

*Prosecution begins:* Direct examination and testimony of two prosecution witnesses

1. Meat department maner (John Thompson)—testifies that he saw defendant pick up handful of assorted steaks and roasts, put them into a bag, and proceed quickly up the aisle. Thompson calls out "stop" and pursues defendant who discards (or lays aside) bag and continues to move up the aisle.

   Cross-examination by defense attorney
2. Store manager (Dorothea Jackson)—testifies that she was alerted by meat department manager to the effect that something was amiss. She observed defendant proceed

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*For example, one scene has both lawyers approach the bench to discuss with the judge the admission of certain testimony. Normally, such a discussion would not be loud enough to be heard by the jury. However, it was felt to be of greater educational value for the viewers to be privy to the conversation, so the character spoke more loudly.

*Of course the defendant, among others, has been recast and all the names in the actual case have been changed.

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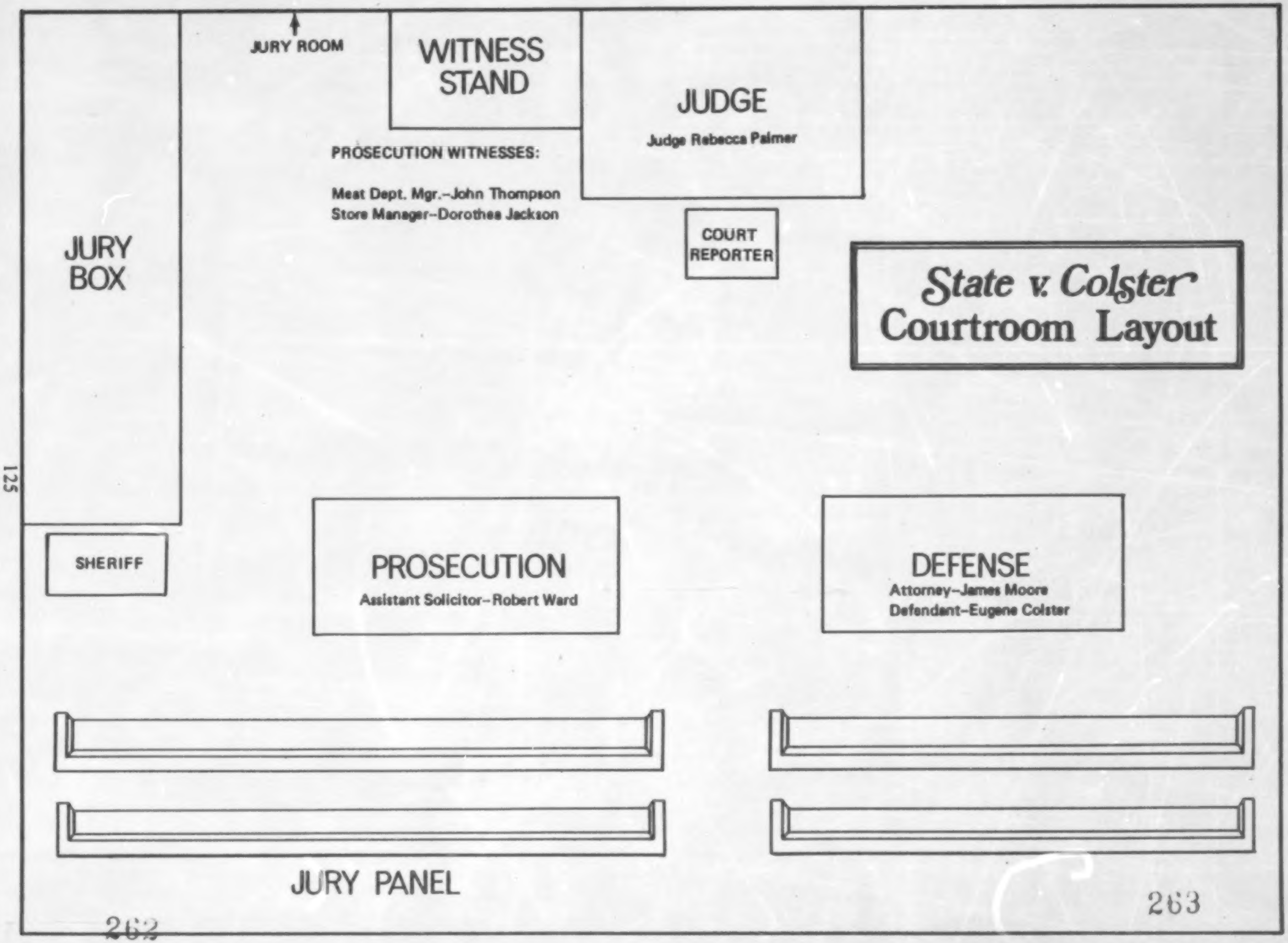

# *State v. Colster*
# Courtroom Layout

JURY ROOM
WITNESS STAND
JUDGE
Judge Rebecca Palmer
PROSECUTION WITNESSES:
Meat Dept. Mgr.–John Thompson
Store Manager–Dorothea Jackson
COURT REPORTER
JURY BOX
SHERIFF
PROSECUTION
Assistant Solicitor–Robert Ward
DEFENSE
Attorney–James Moore
Defendant–Eugene Colster
JURY PANEL

rapidly up one aisle pursued by Mr. Thompson. The meats are recovered, their value is determined, and the accused is detained for police. Ms. Jackson points out Colster in the courtroom as being the one who took the meats.

Cross-examination by defense attorney

Prosecution rests (with right to recall witnesses or present other evidence in rebuttal).

*Defense begins:* Defendant himself takes the stand for direct examination.

1. Defendant testifies that he did not have a car and was going to have to walk home on that hot day carrying the meats—he brought his own "freezer bag" to keep the meat from spoiling because the store did not always keep such bags available. He was fully intending to pay for the meat, and set it down momentarily on a shelf while he stopped for some condiments.

   He also brings up new information about an alleged girlfriend who had been dated by both the meat department manager and himself. He alleges ill feelings existed between the meat manager and himself as a result (prosecution objects, and both lawyers approach the bench to discuss the admissability of testimony about Roxie LeRue).

   Cross examination by Prosecution

*Defense moves to call Thompson as "hostile witness"* (one who has an interest contrary to that of the party calling for his testimony).

Questions Thompson about alleged girlfriend.

Cross-examination by prosecution—Thompson denies knowledge of defendant's dating LeRue.

*Defense rests:* State chooses to present no rebuttal. Judge specified time for closing arguments.

*Closing arguments:* limited to about 2 minutes each (would be long in actual case) involving issues of credibility and intent. These are the primary matters in DISPUTE in this particular case.

Prosecution—argues that each of the elements of crime have been proved beyond a reasonable doubt.

Defense—argues that doubt exists which undermine proof of the elements.

Prosecution—rebuttal.

*Instructions to jury:* Judge gives those principles of law which the jury must apply in its deliberations on the case.

*Jury exists to jury room for deliberation*

(In the meantime, the judge discusses significant points about sentencing in such a case should the defendant be found guilty)

Jury returns a verdict—film ends as sheriff is about to finish reading whether the jury found the defendant guilty or not guilty (innocent).

## FACTUAL CONTENT QUESTIONS

### PART I

1. What is meant by the term "shoplifting?"
2. What was defendant Colster accused of doing at the Savemore Food Store which resulted in his being tried for shoplifting?
3. What went on during the *voir dire* part of the trial?
4. If Mr. Moore represents the defendant Eugene Colster, who does the prosecutor represent?
5. Why was one lady "stricken for cause" and excused from serving as a juror on this case?
6. As a juror what should your position be about the defendant's guilt or innocence on the shoplifting charge up until the presentation of all trial evidence, the Court's charge, and your deliberation with fellow jurors?
7. Who were the two witnesses for the prosecution? List two reasons why it was necessary for them to testify in court? Summarize what each said. Did they agree on all that the defendant did? If they did not agree, what caused the differences?
8. What were the purposes of defense counsel's cross-examining the meat market manager and store manager?
9. Why are many remarks by the lawyers and witnesses addressed to the jury? How many jurors sit on a State Court case?
10. If the jury decides guilt or innocence, what functions does the judge serve?

### PART II

11. How did Colster's explanation of what he was doing in the store differ from that given by the prosecution's witnesses?
12. What is the purpose of the defense attorney's "objecting" to something asked by the prosecutor?
13. Why were the lawyers asked to "approach the bench?" NOTE: Because the producers wanted the viewers to hear the dialogue between judge and counselors, the conversation is carried on at a normal speech volume. In an actual case the jury would not be permitted to hear such discussion for fear that it would unfairly prejudice them.
14. The two attorneys constantly seem to argue with one another's positions. What are some reasons for this type of conduct? (As, for example, their debate over whether witnesses were qualified to distinguish between "briskly walking" and running).
15. Who is Roxie LaRue, and what does she have to do with this case? Is it "relevant?" Why are "irrelevant facts kept out of the presentation of evidence to the jury?
16. What elements of the crime does the prosecution have to prove for Colster to be found guilty of shoplifting? What degree of "proof" is necessary for the jury to find a guilty verdict?
17. Summarize some major points the judge made in her instructions to the jury after closing arguments. Why was such information necessary or important?
18. What is a "hostile witness," and why did the defense want the Court to declare Mr. Thompson as one before he took the witness stand again?
19. What does the court reporter do? Why is this work important?
20. What does the clerk of the court do? Why is this work important?

# ANSWERS TO FACTUAL CONTENT QUESTIONS

## PART I

1. Shoplifting is a crime which occurs when a person takes an item from a store's inventory or display with the intention of not paying for it.*
2. Taking some roasts and meat from the display case and concealing them in a plastic bag under his jacket with the intent to not pay for them.
3. Prospective jurors are questioned by the parties whose case they will try, to determine their fairness and impartiality regarding the case. One juror was excused because she was biased in favor of the State, due to her ties to the victim store. Others were eliminated by peremptory strikes by the prosecution and defense counsels. The final six became the jury panel. Peremptory strikes are eliminations made by each party for which they need give no reason.
4. The State of Georgia, that is, society or the community.
5. She had often shopped at Savemore and knew the meat department manager–she probably could not remain impartial during the trial.
6. The defendant is presumed to be innocent until proven guilty beyond a reasonable doubt by the evidence. This idea is basic to the Constitutional protection of the rights of the accused and the American system of justice.
7. Mr. Thompson–meat department manager.
   Mrs. Dorothea Jackson–store manager

   Two reasons why they had to testify were that they had to tell the court that a "wrong" had been committed within the court's jurisdiction of Fulton County (venue), and they had to identify in court the person who had committed that "wrong."

   Thompson saw Colster take meat from the display counter, put it in a plastic bag, and conceal it under his jacket.

   Mrs. Jackson saw him "running" up the aisle with the bag pursued by Thompson.

   No, Thompson and Jackson did not agree on everything that Colster did. They viewed the incident from different vantage points; they remembered details differently; they may have had different motives or different feeings about testifying.
8. The defense counsel was trying to discredit their testimony and point out inconsistencies for the jury. Thre is direct evidence that the defendant had the meat in his possession becuase it was seen in his possession. There is only circumstantial evidence as to what his intention was.* It is not a crime to walk in the store with meat in hand, if there is no intention to steal.
9. The jury will decide the factual issues and apply the law. In the State Court of Fulton County there are six jurors who sit on a case.
10. The judge acts in part as an umpire during the trial to ensure that rules of evidence and procedure are followed. This ensures that the jury will decide the case fairly on the facts and that "justice" will be done. The judge also manages the trial to be sure that it complies with the laws of Georgia and with the Constitution of the State of Georgia and of the United States. He also instructs the jury what principles of law govern the case and must be applied in the jury's deliberations.

## PART II

11. Colster claimed he fully intended to pay for the meat and that he was just putting it in the bag to protect his hands and keep the meat from spoiling on the long walk home.
12. An "objection" is a claim that the other side is not following the rules properly–as when the defense objects to the prosecution's use of "hearsay evidence." Hearsay evidence is generally excluded because it is unreliable as a basis for finding truth.
13. Sometimes the judge needs to give or receive information from the lawyers *without the jury's hearing what is said.* In this instance, Judge Palmer needed the defense consel to explain what connection "Roxie LeRue" had to this case before ruling on the introduction of evidence about her. If the jury heard the explanation and the court found she had no connection, it would be difficult for the jurors to erase from their mind what they heard about her.

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*Ga. Code Sec. 26-1802.1 provides: "A person commits the crime of theft by shoplifting when he, with the intent of appropraiteing merchandise to his own use without paying for the same or to deprive the owner of possession thereof or of the value thereof, in whole or in part, does any of the following: (see attached)

*Nobody can see what is in another person's mind. Of course, a person can *state* his intention and that would be direct evidence of it.

14. The two attorneys are participating in what is called the adversary process. Under the American system of law this type of cross-examining, debating, objecting, etc. is viewed as the best way to get at the true facts of a dispute.

15. Roxie LeRue was the alleged girlfriend of Colster, who according to the defendant had been asked out by the meat department manager. The "fact" that both Colster and Thompson dated the same girl supposedly led to ill feelings between them. If Thompson felt ill will against Colster, this could prejudice him and undermine his credibility when he testified against Colster.

16. (a) A wrong was committed as specified under Georgia law (see answer to no. 1) and in the proper jurisdiction (Fulton County). (b) The defendant was the one who committed the wrong. (c) The defendant *intended* to commit the wrong. Each member of the jury must be convinced beyond a reasonable doubt that each element existed.

17. The judge outlined the principles of law regarding shoplifting and intent which the jury can apply to the facts as the jury finds the facts to be from the evidence in the case.

18. A "hostile witness" is someone who is not willing to cooperate with the side who has called him (or her). The defense wanted Thompson declared a "hostile witness" in order that it could take greater liberties in questioning him (i.e., asking leading questions).

19. The court reporter takes down an official record of what is said in a case. It is important that such a record exists in case the court wishes to review some testimony in a later proceeding or in case either side wishes later to appeal the case.

20. The clerk in the court is an attendant who is given some authority to help the judge conduct the trial. This person may escort jurors in and out, call out names, ask *voir dire* questions, administer oaths, collect and approve documents, etc.

### § 26-1802.1 Theft by shoplifting

(a) A person commits the crime of theft by shoplifting when he, with the intent of appropriating merchandise to his own use without paying for the same or to deprive the owner of possession thereof or of the value thereof, in whole or in part, does any of the following:

(1) conceals or takes possession of the goods or merchandise of any store or retail establishment; or

(2) alters the price tag or other price marking on goods or merchandise of any store or retail establishment; or

(3) transfers the goods or merchandise of any store or retail establishment from one container to another;

(4) interchanges the label or price tag from one item of merchandise with a label or price tag for another item of merchandise.

(b) (1) A person convicted of the crime of theft by shoplifting, as provided in subsection (a) above, when the property which was the subject of the theft is $100 or less in value, shall be punished as for a misdemeanor: Provided, however, that

(A) upon conviction of a second such offense, in addition to or in lieu of any imprisonment which might be imposed, the defendant shall be fined not less than $250 and such fine shall not be suspended or probated;

(B) upon conviction of a third such offense, in addition to or in lieu of any fine which might be imposed, the defendant shall be punished by imprisonment for not less than 30 days and such sentence of imprisonment shall not be suspended, probated, deferred or withheld;

(C) upon conviction of a fourth or subsequent such offense, the defendant shall be guilty of a felony and shall be punished by imprisonment for not less than one nor more than ten years and the first year of such sentence shall not be suspended, probated, deferred or withheld.

(2) A person convicted of the crime of theft by shoplifting, as provided in subsection (a) above, when the property which was the subject of the theft exceeds $100 in value, shall be guilty of a felony and shall be punished by imprisonment for not less than one nor more than 10 years.

(c) In all cases involving theft by shoplifting, the term "value" means the actual retail price of the property at the time and place of the offense. The unaltered price tag or other marking on property, or duly identified photographs thereof, shall be prima facie evidence of value and ownership of such property.

(d) The provisions of this Code section shall in no way affect the authority of a sentencing judge to provide for a sentence to be served on weekends or during the nonworking hours of the defendant as provided in Code section 27-2506, relative to punishment for misdemeanors.

(Acts 1978, pp. 2257, 2258, eff. July 1, 1978.)

## Analytical Questions About the Trial

1. In the film what was the difference between "striking for cause" and exercising a "peremptory strike?"
2. Why was the defense counsel, James Moore, trying to get the prosecution witnesses to clarify such points as how fast the defendant was moving up the aisle and how he was carrying the meats?
3. Did you feel that the store manager might not be telling the whole truth? Why? How hard is it to describe what one sees (i.e., how fast Colster was "running").
4. Does it make a difference whether the defendant was apprehended inside or outside of the store? What about whether there was a cashier between him and the exit as he hurried up the aisle?
5. Were there other factual disputes that when answered would help us decide whether the defendant was *intending* to shoplift? What about the way he carried the meats?
6. Of what significance is the color of the freezer bags in the defendant's possession?
7. Why is it important that jurors restrict themselves to the facts presented in the trial? For example, what if you knew the defendant had stolen from a store three years before this incident?
8. Does a defendant have a choice of whether or not to have a jury trial? Why do you think Colster chose to be tried by a jury instead of a judge?
9. Which lawyer in the trial gave the better closing argument, and why?
10. Would it have helped if the jurors had been allowed to visit the scene? What problems could arise?
11. At one point in the meat manager's testimony the prosecutor asked him if that was his testimony—that the defendant was looking from side to side "suspiciously." This is a leading question (even though there was no objection) and would not be allowed if objected to. Yet, on cross-examination the defense counsel asks this witness a similar type of leading question, "You don't know whether (the defendant) knew you were talking to him when you hollared 'stop,' do you? Why would this leading question be allowable?
12. Why should the defense counsel have objected to the meat manager's testimony: "I heard there was $38.00 of meat in the bag?" Why does our court system *not* allow hearsay evidence?

## Questions for further Discussion

1. What is a crime?
2. Do you have a resonable doubt as to the defendant's guilt in this trial? What points would you consider to be very important in deciding Colster's guilt or innocence?
3. What is a "resonable doubt?" Can people differ as to what makes up a reasonable doubt?
4. Why is it important to have certain rules governing the use of evidence in a trial?
5. Does a person need to be present at the scene to be a witness? What different types of witnesses are there?
6. Should the defendant have a right to remain silent? What are reasons a defendant may not testify? Should the prosecutor be allowed to call the jury's attention to and make a point of a defendant's silence?
7. If you were a lawyer, would you defend a person whom you knew was guilty? Why or why not?
8. What is a peer? Why does our legal system value a trial by one's peers?
9. If Colster were found guilty, what factors would you (as the judge) want to take into account when sentencing him?
10. What would have happened to Colster had he been unable to afford a lawyer? Would he still receive a fair trial? Why or why not?
11. Based on this video tape what sort of skills are important in order to be a good lawyer? What skills or abilities are necessary to be an effective and fair judge?
12. How does the State Court of Fulton County differ from the Superior Court?

## ACTIVITIES

1. Conduct a simulation role-play of a court case. The teacher and class may even wish to stage a "crime" or an event between two parties which results in a law suit. Then, various roles can be assigned to members of the class: judge, defense counsel, defendant, prosecutor (or plaintiff and attorney), bailiff, jurors, witnesses, reporters, etc. The class may want to invite a lawyer or judge to attend some of the sessions as a legal resource. Or, the class may be able to visit a trial court in session. You should call ahead so that accommodations can be made and so that you are assured that an appropriate trial will be in progress.
2. What would you do if you were a witness to each of the following cases:
   a. You are in an expensive department store. You see a middle-aged, well-dressed woman slip several expensive pieces of jewelry into her shopping bag. Then she walks off toward the store exit. Do you tell the salesperson what you have just seen? Why or why not?
   b. You are in a clothing store. You notice that a friend has tried something on and has put back on his or her own clothes over the store's merchandise concealing it. Which of the following actions do you take? (a) Do nothing, (b) Tell a salesperson, (c) Try to persuade your friend to return the clothing, (d) Tell your parents, (e) Tell the parents of your friend, (f) Other action. Why?
   c. As you walk down the supermarket aisle, you notice a woman pushing a market basket with a crying baby inside. You see that they are wearing old worn clothes and appear to be thin and hungry. As you shop, you see the woman several times slipping canned food into a large purse she is carrying. What do you do and why?
3. One way to find out where people in your school and community stand on crime problems is by taking an opinion poll. A good opinion poll is made up of some carefully worded questions which force people to take a clear position on some issue. The class can make up their own questions on crime and make one long survey or divide up into smaller groups and choose specific topics. The first and hardest step is to come up with some interesting questions. Below are some samples.

   Do you favor or oppose the death penalty?

   Do you favor or oppose the registration of all firearms?

   Do you feel that marijuana should be made legal?

   Do you favor or oppose the national 55 mph speed limit?

   Do you favor or oppose treating juveniles who commit serious and violent crimes as adult offenders?

   Are you generally satisfied with the job police are doing in your community?

   Do you feel safe walking the streets in your neighborhood at night?

   How do you think the court system can be improved?
4. You might want to invite a law enforcement officer to visit the class to discuss his or her work and answer questions related to juvenile delinquency.

## GLOSSARY OF LEGAL TERMS

**Acquittal.** In a criminal case, a finding that the defendant is not guilty.

**Adversary System.** A term for our system of justice in which the prosecuting attorney tries to establish the guilt of the defendant and the defense attorney tries to undermine the prosecution's proof and/or show the defendant's innocence.

**Allegation.** The statement of a party in a dispute setting out what he expects to prove to make out his side of the case.

**Appellate Court of Appeals Court.** A court which reviews cases appealed to it from trial courts to see if any legal error was made. It generally considers questions of law only. Questions of fact are considered by trial courts.

**Arraignment.** The procedure in which a person is brought to court and officially told of the charges against him or her. If the person pleads guilty, he or she is sentenced by the judge. If the plea is not guilty, then the case is set for trial and bail is set. An attorney may be appointed at this time if the defendant cannot afford one.

**Arrest.** Taking a person into custody on the basis of (a) an arrest warrant or (b) "probable cause" to believe that the person has committed a crime.

**Bail.** Generally, a sum of money set by a judge and paid to the court on behalf of the accused which is supposed to assure that the accused will return for trial. If the accused fails to return, he forfeits the money to the court. If the person does return, no money must be forfeited.

**Booking.** The formal listing by the police after the arrest of the name of a person and the crime of which that person is accused.

**Civil Suit.** A court action brought by an individual who feels that he or she has been deprived of rights or has received some personal injury for which that person should receive some compensation from the person, company, or agency which caused the injury or loss. A corporation or other business, as well as a government body, may also sue and be sued under civil law.

**Common Law.** The customs, legal traditions, and court decisions formed in England and later in America over several centuries. It provides the basis upon which the system of law in the U.S. is built.

**Credibility.** Referring to how trustworthy or reliable a witness' testimony is.

**Crime.** An act (or an omission) which is forbidden by law for which the law imposes some punishment.

**Cross-examination.** A procedure during a trial by which a witness is questioned by a lawyer for the oposing side.

**Defendant.** Ther person against whom an action is brought in a civil or criminal case.

**Delinquent.** A young person who breaks the law or is beyond the control of his or her parents.

**Direct.** Or direct examination, refers to the questioning of a witness by the side that called the witness to the stand originally. Redirect is a follow-up examination by the side originally calling the witness to the stand—always follows cross-examination.

**District Attorney.** The officer who represents the state in prosecuting criminal cases, generally felonies, at the superior court level. In some states, this person is called a prosecutor. He is elected and appoints his assistants.

**Due Process.** The principle that every party to a lawsuit, be it civil or criminal, is entitled to a fair trial. This means that both fair laws and fair procedures must be used to judge the dispute.

**Equal Protection.** The principle that a law should apply in the same way to all persons similarly situated, regardless of his color, sex, creed, economic cricumstances, and so on. It is a right guaranteed by the Constitution.

**Exclusion of evidence.** The judge any determine that certain evidence may not be presented to or considered by the jury. There are many reasons for this exclusion. It may be unreliable or too prejudicial or have nothing to do with the case.

**Felony.** A serious crime which is punishable by more than one year in jail or prison.

**Fixed sentence.** A prison sentence for a specific length of time.

**Gag order.** An order made by a judge which forbids publicity about a case. Usually, it forbids anyone involved in the case to speak about the case outside the courtroom. Its purpose is to assure a fair trial in which the jury will not be influenced.

**Grand jury.** A body of citizens who are sworn to inquire into crimes and other public offenses and to make indictments. Unlike a trial by jury, the hearings of the grand jury are secret.

**Habeas corpus.** A latin phrase meaning "you have the body." A writ of habeas corpus requires a person in custody be brought before a judge without delay, so that the judge can determine whether he is lawfully in custody. A person in custody may demand to be brought before a judge by filing a petition for a writ.

**Hearsay.** Evidence not based on the personal knowledge of the witness, but from the mere repetition of what he has heard someone else say. It is generally not allowed because the person who said it is not present to be examined about the truth of what he said.

**Hostile witness.** A witness who shows so much prejudice, or has such an adverse interest to that of the party who has called him, that the judge allows that party to cross-examine the witness (or treat him as though he had been called by the opposite side).

**Hung jury.** A jury which is unable to reach a unanimous decision or, if unanimity is not required, a majority decision. In such an instance, the case may be re-tried before another jury. In Georgia, a unanimous verdict is required in both civil and criminal cases.

**Indeterminate sentence.** A prison sentence for an indefinite period of time, say "one year to life." Under this system of sentencing, a prisoner is released if and when the parole board decides he or she has been rehabilitated.

**Indictment.** A written accusation prepared by a grand jury charging that a certain person has committed a crime.

**Instructions to the jury.** Legal information the judge gives jurors after closing arguments which advises them on how they go about deciding the case at hand and what the relevant law is.

**Intent.** A conscious determination to do a specified thing or act in a specified manner; an important element in proving a criminal act. It distinguishes an act as being a crime rather than an accident or a mistake, for example.

**Judicial review.** The power of the U.S. Supreme Court ultimately to examine federal and state laws and actions and to decide whether these laws and actions conform to the U.S. Constitution.

**Leading question.** One which instructs or hints to witnesses how to answer or puts into their mouths words to be echoed back.

**Misdemeanor.** A crime, but one that is less serious than a felony. It is punishable by a fine of up to $1,000 and/or imprisonment for up to one year.

**Mistrial.** A trial which by law cannot continue because of a disregard of some fundamental rule or requirement (i.e., wrong drawing of jurors, hung jury, lack of jurisdiction, etc.).

**Own recognizance.** A release without bail on a person's own promise to return.

**Pardon.** To forgive all or part of a prisoner's sentence and set aside conviction. A full pardon, in addition, restores to a convicted person all rights and the vote, which he or she may have lost as a result of the conviction.

**Perjury.** Lying under oath—for example, when a witness at a trial does not tell the truth. Perjury is a criminal offense, a felony.

**Peremptory strike.** The defense and prosecution select who they do not want to be on the jury. Each side is awarded three strikes in a misdemeanor trial.

**Plaintiff.** The person who brings an action against another person, corporation, or agency in a civil case.

**Plea bargain.** The process by which the prosecutor and the defense attorney, with the permission of the defendant, agree that the defendant will plead guilty to the charge or to a lesser charge. In return, the prosecutor recommends to the court a lesser sentence. The judge may or may not accept the plea. One purpose of plea bargaining is to conclude quickly without a time-consuming and expensive trial those cases in which a defendant is willing to admit his guilt.

**Precedents.** Decisions made by federal and state appellate courts. Precedents are building blocks to guide the courts in subsequent similar cases.

**Preliminary hearing.** A court procedure during which a judge decides whether or not there is enough evidence to formally charge a person with a crime. This question is whether there is probable cause for the judge to believe that a crime was committed and that he/she committed it.

**Probable cause.** A strong belief, based on facts, that a crime has been committed, that a certain person has committed a crime, and/or that evidence relating to the crime exists. For example, in issuing a search warrant, a judge must have probable cause. That is, sworn evidence must be brought before him showing that there is a valid reason for believing that the items sought will be found if the law enforcement officers are allowed to conduct the search.

**Probation.** A type of sentence which allows a person convicted of a crime to follow certain rules, under the supervision of a probation officer, as an alternative to prison.

**Rule of sequestration.** Upon request of the parties to the legal proceeding, the judge may order that the witenesses not be allowed to remain in the courtroom during the trial except when they are called. This is to prevent their being influenced by the testimony of other witnesses.

**Public defender.** A lawyer employed by the government to represent defendants who cannot afford to employ their own lawyers in criminal cases. Every defendant has a constitutional right to be represented by competent counsel.

**Search warrant.** A legal document issued by a judge describing the location to be searched by law enforcement officers and the item(s) to be seized. For example, a search warrant for a stolen stereo may not include the possibility of looking in the desk drawer or medicine cabinet where the stereo could not fit, but may include looking in the living room, bathtub, basement, attic, or other places where the equipment could be concealed. It must be based on reliable information that the item is at the location to be searched.

**Sheriff.** An elected county official who enforces (or carries out) the laws.

**Solicitor.** The attorney who represents the state in prosecuting at the state court level. He is elected and appoints his assistants.

**Strike for cause.** During the jury selection process, if the judge determines that one prospective juror would not be able to render a fair and impartial decision, due to his or her being related or friends with any of the patries in the dispute, or having some bias for or against a party, that juror is execused by the judge. This is not the same a peremptory strike, by which the parties may excuse certain persons.

**Subpoena.** A court order requiring a person to appear in court to give testimony or for documents to be brought. It is a Latin term meaning "under penalty." That is, if the witness fails to appear, he will be penalized.

**Traverse Jury.** Or *petit* jury; a body of citizens who decide issues of fact, as in a civil case, and determine guilt or innocence in a criminal case.

**Verdict.** The decision made as to the outcome of a case by a jury, or if a jury is wavied, by the judge.

**Voir dire.** Literally "to speak the truth," this term refers to the jury selection process where prospective jurors are questioned and interviewed to ascertain whether or not they can make a fair and impartial decision about the facts of the case.

## SUGGESTIONS TO TEACHERS PREPARING FOR A FIELD TRIP TO COURT

by
**Judge Dorothy T. Beasley**
**State Court of Fulton County**

1. The Court is a public institution, providing the people with the judicial services assigned to this Third Branch, and except in certain limited circumstances, is open for observation and inspection by the citizenry.
2. While the public is welcome at any time, without any pre-arrangement, a class visit will be more productive if the teacher inquires about the court calendar several weeks in advance of setting a date for the court visit. The Calendar Clerk of any court can advise the teacher what kind of cases are scheduled for that day, whether civil and/or criminal, whether jury and/or bench trials, whether probation revocation proceedings, whether only motions, or whether no court proceedings at all! The Calendar Clerk can also usually recommend an appropriate and interesting proceeding to observe, in connection with the teacher's particular objectives in conducting the field trip. Or the judge can make this recommendation.
3. Advise the judge whose court you will be observing, when you expect to come, so that the judge can in advance prepare to take a short recess and speak to the group of students.
4. The students should be prepared to ask questions and might discuss this in advance in class or at least think about it individually.
5. Probably the most productive observation is that of an entire short trial, either civil or criminal. Observing small bits and pieces seems to leave the students confused and uninformed about how that small segment fits into the entire picture. Unless the class is studying *only* criminal law, or *only* civil law, it does not matter which is observed. The judge can be asked to describe the difference, if the students do not already know it.
6. A brief discussion in class of the procedure of a trial should be had. A brief outline will do, just so the students know what is happening at each stage of the trial or how the segment they are observing fits into the whole picture. Attached is an outline.
7. A brief discussion in class before the visit about the rights of the parties should be had, particularly if a criminal trial is to be observed. The rights they will observe being protected in practice should be related to the United States Constitution for them, so they learn that the Constitution is a *living* document. For example, the right of an indigent criminal defendant to have a lawyer appointed to represent him at the expense of the taxpayers.
8. Before the class enters the courtroom, the teacher should ask the bailiff or deputy sheriff in attendance where the class should sit, so that it can file in quietly and in an orderly fashion. Ask to sit as close to the front as possible, so that everything can be heard clearly by the class. Many judges will allow students to sit in an unoccupied jury box or on the close-up benches normally reserved for prisoners.
9. If the proceedings are not audible, ask the bailiff or deputy sheriff in attendance if he would ask the judge to have everyone speak louder.
10. Instruct the students that there should be no gum-chewing, feet-shuffling, or loud talking in court. Discuss with them the dignity of the proceedings and the respect which must be shown, not for the judge as a person, but for the office and for the institution of a court of law; it is the final determiner of disputes in our society.

11. When you advise the bailiff or deputy sheriff in attendance that the class is ready to come into the courtroom, give him a note with your name, the name and address of the school, your telephone number, and a description of the class (such as, 22 students from 7th grade class in U. S. History).

12. If the class is one studying careers, the judge should be asked to describe the various jobs related to the operation of the courts in our society, such as sheriffs, clerks, probation officers, lawyers, court reporters, law clerks, etc. The court operates as a team, not simply as a judge.

13. Most of all, have a good time and a happy learning experience!

## THE PROCEEDING OF A COURT CASE

1. The case is called and the parties announce whether they are ready or not.
2. If a jury requested, the jury is selected by a process of questioning known as voir dire. If a judge is to try the case rather than a jury, this step is omitted.
3. The attorney for the plaintiff in a civil case, or for the State in a criminal case, has the opportunity to make an opening statement, briefly outlining what he expects the evidence to show.
4. Then the attorney for the defendant has an opportunity to make a similar opening statement.
5. The evidence is presented, by way of live testimony from witnesses as well as documents and physical evidence. Sometimes charts and diagrams and other demonstrative evidence is also used. Since the plaintiff in a civil suit, and the State in a criminal prosecution, has the burden of proof, that party presents its evidence first. Then defendant presents his evidence. Then the plaintiff or State may present rebuttal evidence.
6. After all of the evidence is presented and both parties "rest", the attorneys for each side present their closing arguments to the jury or judge. This is the opportunity for the attorneys to try to persuade the jury that the side which that attorney represents should prevail in the case. The argument is based on what the evidence showed, in the context of the applicable law.
7. The judge then instructs the jury what the law is, to be applied by them to the facts as they find the facts to be from the evidence in the case. If there is no jury, of course, the judge need not give himself the instruction on the law. Normally, the judge and the lawyers will discuss what law is applicable, before the lawyers present their final argument.
8. The jury, or the judge if there is no jury, then deliberates and reaches a decision ("verdict") as to who wins. If it is a civil case, the decision by the judge or jury must include how much money is to be awarded. If it is a criminal case, the judge always decides what the sentence will be, except that only a jury can impose the death penalty.
9. After the judgment is pronounced, the case is over unless the losing party wishes to appeal to a higher court. This concludes the trial, as an appeal will be considered by another court on another day.

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IMPROVING CITIZENSHIP EDUCATION PROJECT
FULTON COUNTY SCHOOL SYSTEM

## *COURT FIELD EXPERIENCE FACT SHEET SUMMARY*

**Name of Court:**

**Judge:** **Name of Case:**

**Case Brief:**

**Facts as Presented by the Prosecuting Attorney**

| | |
|---|---|
| UNCONTROVERTED | IMPLIED |

**Facts as Presented by the Defense**

| | |
|---|---|
| UNCONTROVERTED | IMPLIED |

**Point of Law Involved in Case :**

**Arguments Advanced by Both Sides:**

| | |
|---|---|
| PROSECUTION | DEFENSE |

**Points of Law Applicable to the Case as Presented by Judge in his Charge to the Jury:**

**Examples of Protection, or Lack of It, of the Rights of the Accused:**

**Terms and Procedures Used in the Courtroom Which are not Familiar to You:**

**Decision and Opinion of the Student:**

**Decision and Opinion of the Jury or Judge:**

**Debriefing Notes from Class Discussion Following the Trip:**

**Evaluation of the Trip:**

**Suggestions for the Next Field Trip to the Courts:**

**LESSON TOPIC:** Local Governments in Georgia

**GRADE LEVEL:** Secondary

**CONCEPTS:** Citizen, City, County, Interdependence, Local Government, Revenue, Rural, Services, Specialization, Suburban, Urban

**TERMS:** City Council, County Commission, Mayor, Municipality, Natural Resource, Property Tax, Sales Tax

**OBJECTIVES:** Students will be able to:

1. Identify reasons for the origin and existence of cities and counties.
2. Use map information to relate the growth and development of Georgia cities to their locations near natural resources and transportation avenues.
3. Identify forces leading the migration of Georgia's people from rural areas to urban and suburban areas of the state.
4. Identify how this migration has led to specialization and interdependence in urbanized areas.
5. Discuss Atlanta's role as a major state, national, and international city.
6. Locate major cities in the United States and the world and suggest reasons for their size and importance.
7. Distinguish a city from a county, and yet recognize both are forms of local government.
8. Locate and name the cities within their county.
9. Identify the major elected offices in their city and county governments.
10. Identify at least three important services provided by city government, and three important services provided by county government.
11. Identify the major sources of revenue for city and county governments.
12. Identify specific problems confronting their local community.
13. Identify three or more ways in which citizens can influence their local governments.

**MATERIALS:** I.C.E. Glossary of Terms; Maps of the United States, Georgia, Atlanta metropolitan region, Fulton County, and city (if students live in a city); and city and county organization charts; Slides or photographs of Atlanta, Fulton County, and local community; Encyclopedia and/or world history textbook; Local phone book (yellow pages)

Additionally, the following are recommended as teacher resources on Georgia city and county government:

Mary A. Hepburn, et al., *City Government in Georgia* (Athens: Institute of Government, 1980).

Mary A. Hepburn, *County Government in Georgia* (Athens: Institute of Government, 1975).

Kay R. Morgareidge (ed.), *Foundations of Government—The Georgia Counties* (Atlanta: Association County Commissioners of Georgia, 1976).

League of Women Voters, *Georgia's Government* (Atlanta: League, 1977).

PROCEDURES:

1. Discuss the conditions which led to the formation of cities in ancient times, as well as the development of counties in England, using a world history text or encyclopedia. Discuss what needs these cities met, and whether they still meet those needs today. Discuss also the factors which influenced the location of communities (such as nearness to natural resources and avenues of transportation).
2. Discuss the origin of cities in Georgia (chapter 4 in *City Government in Georgia*), as well as the origin and development of counties (pp. 7-11 of *County Government in Georgia* or pp. 173-74 of *Foundations of Government–The Georgia Counties*).
3. With a map showing Georgia's rivers and railroads, have students identify how many of Georgia's major cities are located near or on a river, seaport, or railroad, and discuss reasons why.
4. With a map of Georgia's natural resources, identify how many cities are located near these resources, and whether it is more important to be near a resource or near a transportation avenue.
5. Discuss the terms "rural," "urban," and "suburban" with students. Have them identify in which category their community falls.
6. Discuss Georgia's early settlement, its history as a rural, agricultural state, and forces (such as the Civil War, industrialization, the World Wars, the decline of traditional farm products and methods and the new era of agribusiness, etc.) which have led to the migration of Georgia's people from rural areas to urban and suburban areas. Also discuss the reasons for, and problems caused by, the more recent problems of people leaving the large urban areas to suburban areas.
7. Discuss how urban migration has led to specialization of labor and interdependence in urbanzied areas. Contrast life styles, occupations, and self-sufficiency for families in rural areas with those in cities.
8. Using the 1970 census, identify the ten largest cities and counties in Georgia. Show the latest population and counties in Georgia. Show the latest population estimates, until 1980 census figures become available, and compare the populations of these cities and counties during the past decade. Account for possible factors to the growth (and decline in some instances) of these cities and counties.
9. Using the map showing the countics with largest population growth, account for reasons for this growth.
10. Discuss how important transportation avenues such as interstate highways and MARTA are for the growth of the Atlanta metropolitan region, and in what areas this growth is taking place.
11. With a phone book, Chamber of Commerce information, promotional materials about Georgia from the State Department of Industry and Trade, or other materials discuss Atlanta's history and growth as a major state, national, and international city. Pages 4 and 5 of the December 1979 Atlanta *Yellow Pages*, for instance, gives an overview of Atlanta's history and development. Also, in the *Yellow Pages*, under "Governments–Foreign–Representatives" there is a list of the foreign countries which maintain counsulates or trade missions in Atlanta. With the "Fortune 500" of the largest business in America, have students find out how many have Atlanta offices, using the Atlanta phone book's white pages.

12. With a map of the United States, have students locate the largest cities and suggest reasons for their size and importance. Repeat this activity with a world map.

13. When 1980 census figures become available, have students identify and locate the major American cities which are experiencing the fastest growth in population, and the cities which are experiencing the greatest decline in population, and account for this gain or loss.

14. Using the I.C.E. Glossary of Terms, define and distinguish the terms "city" and "county." With a dictionary, explain the derivation of the two terms.

15. Explain that in Georgia, the term "city" may refer to a "town," "village," or "municipality." Explain that the legal term for city under Georgia law is "municipality," but that the other terms are commonly used. Also explain that a community can officially become a city if they get a "charter" passed by the state legislature. A "charter" is an act that gives the community the right to have a government, pass local laws, collect local taxes, and perform services. When a community gets a charter and officially becomes a city, it is said to be "incorporated." Without a charter, a community cannot set up a government or collect taxes, and is said to be "unincorporated."

16. Discuss with students the fact that though cities and counties are different, that we often refer to them together as "local government." This is done to distinguish these two levels of government from "state government" and "federal government."

17. With a map of Fulton County, identify the official cities in the county. Discuss unofficial cities or communities within the county (e.g., Sandy Springs).

18. Explain the basic governmental system of a city and county by identifying the "city council" as the group of people who make the laws for the city. Additionally, most cities have a "mayor" as its chief official and leader. The mayor does not "make" the laws, but is supposed to see that the laws are carried out and that city agencies do their jobs. Contrast the city government with that of the county. Unlike the city, the county does not have an elected chief or leader. Rather, its lawmaking body, called the "county commission" may appoint a "county manager" to make sure county agencies are doing their job, but that the "county manager" is not the same as a mayor.

19. Explain that governments at all levels–including city and county–are primarily created to serve people, and not to build products. Unlike many businesses which make cars, television sets, and other "goods", governments provide "services" to help people. Identify examples of services (e.g., education, sanitation facilities, police and fire protection, recreation, etc.) and contrast them with goods.

20. Using (a) a copy of *County Government in Georgia*, (b) an annual report of Fulton County, or (c) the Atlanta telephone directory's Yellow Pages (under "Government–County–Fulton County), have students identify important services provided by the county government. Discuss what life would be like if, one morning, the county closed down all of its programs. Ask students whether they would agree the statement: "Fulton County government affects the life of the average citizen in many more ways than the national government."

21. Repeat the preceding activity if your school is located within a city, using (a) a copy of *City Government in Georgia*, (b) a copy of the annual report of your city, or (c) the telephone directory's Yellow Pages (e.g., under "Government–City–Village & Township–College Park").

22. Explain that the main taxes that people have to pay today are: (1) taxes on the salary you make–called "income taxes"; (2) taxes on the things you buy–called "sales taxes"; and (3) taxes on the things you own of value–called "property

taxes." Of these taxes, it is the property tax that Georgia cities and counties primarily rely on for their revenue. Explain that some counties and cities have a 1 cent sales tax on each dollar you spend, but neither Fulton County nor any of its cities presently have this tax. However, in Fulton County, there is a special 1 cent sales tax on each dollar to help pay for MARTA.

23. During a period of several days to several weeks, have students look at the local newspaper for news articles about problems in their community, the Atlanta region, or Fulton County. From these articles, compile a list of some of the major problems which seem to be confronting their city or county. (Because some long, outstanding problems may be missed using this activity, you might invite a community leader or local official (e.g., someone from the Atlanta Regional Commission or local planning office) to discuss the important problems which now and in the future will confront the local community.

24. Ask students to name ways in which the average citizen can influence their local governments (e.g., voting, speaking at hearings, organizing a local committee, calling friends, writing letters to officials, writing letters to the newspaper, etc.) Discuss which of these they as students could do.

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# INCORPORATED CITIES WITHIN FULTON COUNTY

*The following information was compiled from the Georgia Municipal Association's 1980 Directory of Georgia Municipal Officials. The number to the right of the city's name indicates the congressional district in which the city lies.*

**ALPHARETTA** 5 Fulton
Population : 2,455
City Hall : 12 S. Main St.
30201
Phone : 404/475-9366
Meet : 2nd & 4th Tues.
Mayor : Jimmy Phillips
Council : Aubrey Cagle
C. F. Hill
Billy Hunter
Charles Rainwater
Joe Bostardi
Bill David
City Atty. : William Garrett
City Clerk : Sue Rainwater
City Eng. : Jim Grant
Fin. Dir. : Charles Rainwater
Fire Chief : Walter Ferguson
Parks & Rec. : Mike Jackson
Police Chief : Larry Abernathy
P.W. Supt. : Foster Cagle
Recorder : Fred McRae
San. Supt. : Foster Cagle
Sewer Supt. : Foster Cagle
Street Supt. : Foster Cagle
Bldg. Insp. : S. R. Monroe

**ATLANTA** 5 Fulton & DeKalb
Population : 435,840
City Hall : 68 Mitchell St. SW
30303
Phone : 404/658-6300
Meet : 1st & 3rd Mon.
Mayor : Maynard Jackson
Council : Debby McCarty
John Sweet
James Howard
James Bond
Morris Finley
Mary Davis
Buddy Fowlkes
Richard Guthman
Arthur Langford
Ira Jackson
Jim Maddox
Dozier Smith
Robb Pitts
Marvin Arrington
Barbara Asher
Q. V. Williamson
Jack Summers
Elaine Lester
City Atty. : Ferrin Mathews
City Clerk : Larry Dingle
City Planner : Dave Rivers
Elec. Supt. : William Goodwin
Fin. Dir. : Charles Davis
Fire Chief : A. P. Black
Parks & Rec. :
Police Chief : George Napper
P.W. Supt. : Chester Funnye
Pur. Agent : Bill Swift
San. Supt. : Fred Artis
Water Supt. : Curtis Hester
Clerk Coun. : Hazel Jacobs

**COLLEGE PARK** 6 Fulton
Population : 24,978
City Hall : P. O. Box F
30337
Phone : 404/767-153.
Meet : 1st & 3rd Monday
Mayor : T. Owen Smith
Council : Otis Scogin
Michael Hightower
Harry Swann
Calvin Wilson
Bob Wilson
Herman Barnard
City Atty. : George Glass
City Clerk : Jean Conaway
City Eng. : Lynn Curry, Jr.
City Mgr. : Donald Stone
Controller : Donald Stone
Elec. Supt. : Robert Dudley
Fin. Dir. : Donald Stone
Fire Chief : Winfred Tucker
Parks & Rec. : Eric Stipe
Per. Dir. : Carl Freeman
Police Chief : Jack Hames
P.W. Supt. : John Schotta, Sr.
Pur. Agent : Byron Harrison
Recorder : Juanita Marsh
San. Supt. : Harvey Bowen
Sewer Supt. : Ronnie Watkins
Street Supt. : J. D. Williams
Water Supt. : Ronnie Watkins

**EAST POINT** 6 Fulton
Population : 46,856
City Hall : 2777 East Point St.
30344
Phone : 404/766-1481
Meet : 1st & 3rd Mon.
Mayor : Bruce Bannister
Council : Arthur Benefield
Olen Gunnin
Ray Fagan
Clyde Kinnett
Walter Ponder
Percy Franklin
Bill Allison
City Atty. : George Sparrow
City Clerk : Mary Holleman
City Eng. : J. P. Eidson
City Mgr. : Ken Vanderslice
Elec. Supt. : Christen Andersen
Fed. Prog. : Joe Johnson
Fin. Dir. : Mary Holleman
Fire Chief : Jesse Westbrook
Parks & Rec. : Dick Lane
Per. Dir. : John Marriner
Police Chief : Harold Tallant
P. W. Supt. : J. P. Eidson
Pur. Agent : Alvin Beaty
Recorder : Judge Roderick McDuffie
San. Supt. : David Harris
Sewer Supt. : J. P. Eidson
Street Supt. : J. P. Eidson
U. Supt. : Christen Andersen
Water Supt. : William Smythe

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**FAIRBURN** 6 Fulton
Population : 3,143
City Hall : P. O. Box 145
30213
Phone : 404/964-2244
Meet : 2nd Monday
Mayor : Albert Green
Council : Welton Smith
Herbert Entrekin
Roy Farr
Bryant Shellnutt
Dr. H. V. Turner
Dr. I. D. Ingram
City Atty. : Kirby Glaze
City Clerk : Bobbie Langston
City Mgr. : Alex Howell, Sr.
Elec. Supt. : Larry Kidd
Fire Chief : Welton Smith
Police Chief : Charles Howe
Recorder : William Rimmer
Sewer Supt. : Bob Huddleston
Water Supt. : Bob Huddleston

**HAPEVILLE** 6 Fulton
Population : 8,886
City Hall : P. O.Box 82311
30354
Phone : 404/768-8080
Meet : 1st Tuesday
Mayor : Frank Coggin
Council : Richard Adams
James McCord
Hoyt Smith
Barney Sullivan
City Atty. : Glaze, McNally & Glaze
City Adm. : Robert Forgey
City Eng. : Joe Hindman
City Planner : Robert Stuebing
Fin. Dir. : Robert Forgey
Fire Chief : Jesse West
Parks & Rec. : Jac Roth
Per. Dir. : C. C. Martin
Police Chief : James Clay
P. W. Supt. : James Guy
Recorder : William Cooper

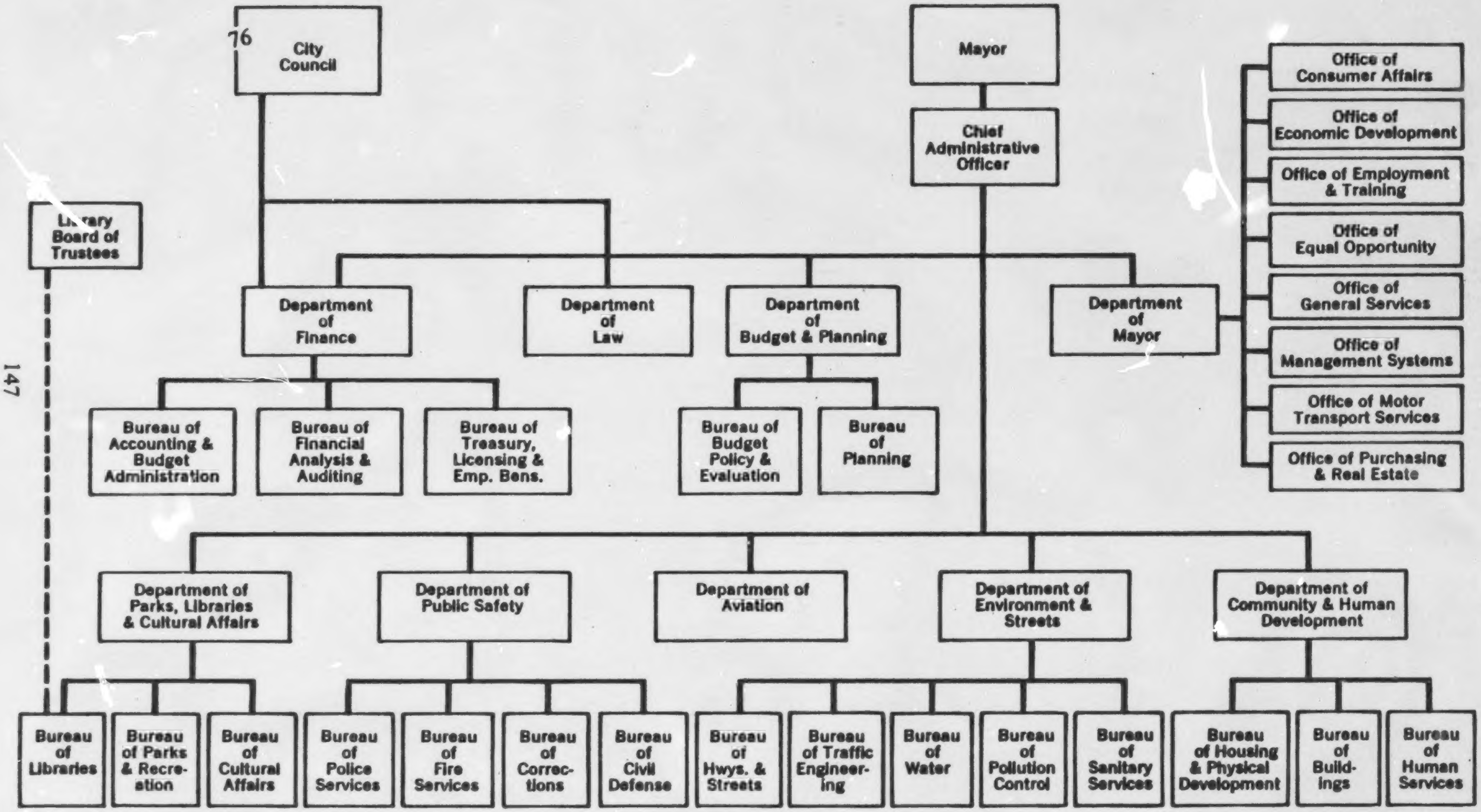
**MOUNTAIN PARK** 5 Fulton
Population : 156
City Hall : 100 Mt. Park Rd.
Roswell - 30075
Phone : 404/993-4231
Meet : 3rd Saturday
Mayor : Joyce H. Ayers
Council : LaNell Cofer
Ed Forbes
Judy Harrington
John McLellen
Guy Sutton
City Atty. : Robert L. Schwind
City Clerk : Krista Branson
Fin. Dir. : Judy Harrington
Fire Chief : James Busbey
Park & Rec. : Guy Sutton
Police Chief : John McLellen
San. Supt. : Ed Forbes
Street Supt. : Guy Sutton
Water Supt. : Ed Forbes

**PALMETTO** 6 Fulton/Coweta
Population : 2,173
City Hall : 549 Main Street
30268
Phone : 404/463-3377
Meet : 1st Monday
Mayor : Gene Chastain
Council : Tom Gibby
Joel Brown
Talmadge Bunn
Charles Dean
Roger Handley
Marion Houston
City Atty. : Kirby Glaze
City Clerk : Ms. Merrium Dodson
City Adm. : Charles Montgomery
Fin. Dir. : Charles Montgomery
Fire Chief : Roger Handley
Per. Dir. : Charles Montgomery
Police Chief : J. Clark Boddie

**ROSWELL** 5 Fulton
Population : 15,392
City Hall : 617 Atlanta St.
30075
Phone : 404/993-9541
Meet : 1st & 3rd Monday
Mayor : W. L. Mabry
Council : Don White
Frank Wilbanks
Robert T. Smith
Winston L. Dobbs
Carl Callum
Al Temples
City Atty. : George J. Polatty
City Clerk : Wilbur Kay Avera
City Eng. : Wilson Long
City Mgr. : Wilbur Kay Avera
City Planner : Paul Lambert
Fin. Dir. : Evelyn W. Calloway
Fire Chief : Aubrey Reeves
Park & Rec. : George W. Johnson
Police Chief : Terry Joyner
P. W. Supt. : Ralph Helms
San. Supt. : David Mooney
Water Supt. : Cecil Wood

**UNION CITY** 6 Fulton
Population : 5,479
City Hall : 5047 Union Street
30291
Phone : 404/964-2288
Meet : 1st & 3rd Tuesday
Mayor : B. D. Adams
Council : R. D. Bowen
H. M. Dodson
R. O. Mashburn
Joe Thorpe
City Atty. : W. R. McNally
City Clerk : B. A. Nicholson
City Eng. : Mallett & Assoc.
City Mgr. : B. A. Nicholson
Fin. Dir. : B. A. Nicholson
Fire Chief : Marcell West
Per. Dir. : B. A. Nicholson
Police Chief : B. L. Fronebarger
P. W. Supt. : Allen Robinson
Pur. Agent : B. A. Nicholson
San. Supt. : Allen Robinson
Sewer Supt. : Allen Robinson
Street Supt. : Allen Robinson
Water Supt. : Allen Robinson

# City of Atlanta
# Organization Chart


76
City Council
Mayor
Chief Administrative Officer
Library Board of Trustees
Department of Finance
Department of Law
Department of Budget & Planning
Department of Mayor
Office of Consumer Affairs
Office of Economic Development
Office of Employment & Training
Office of Equal Opportunity
Office of General Services
Office of Management Systems
Office of Motor Transport Services
Office of Purchasing & Real Estate
Bureau of Accounting & Budget Administration
Bureau of Financial Analysis & Auditing
Bureau of Treasury, Licensing & Emp. Bens.
Bureau of Budget Policy & Evaluation
Bureau of Planning
Department of Parks, Libraries & Cultural Affairs
Department of Public Safety
Department of Aviation
Department of Environment & Streets
Department of Community & Human Development
Bureau of Libraries
Bureau of Parks & Recreation
Bureau of Cultural Affairs
Bureau of Police Services
Bureau of Fire Services
Bureau of Corrections
Bureau of Civil Defense
Bureau of Hwys. & Streets
Bureau of Traffic Engineering
Bureau of Water
Bureau of Pollution Control
Bureau of Sanitary Services
Bureau of Housing & Physical Development
Bureau of Buildings
Bureau of Human Services

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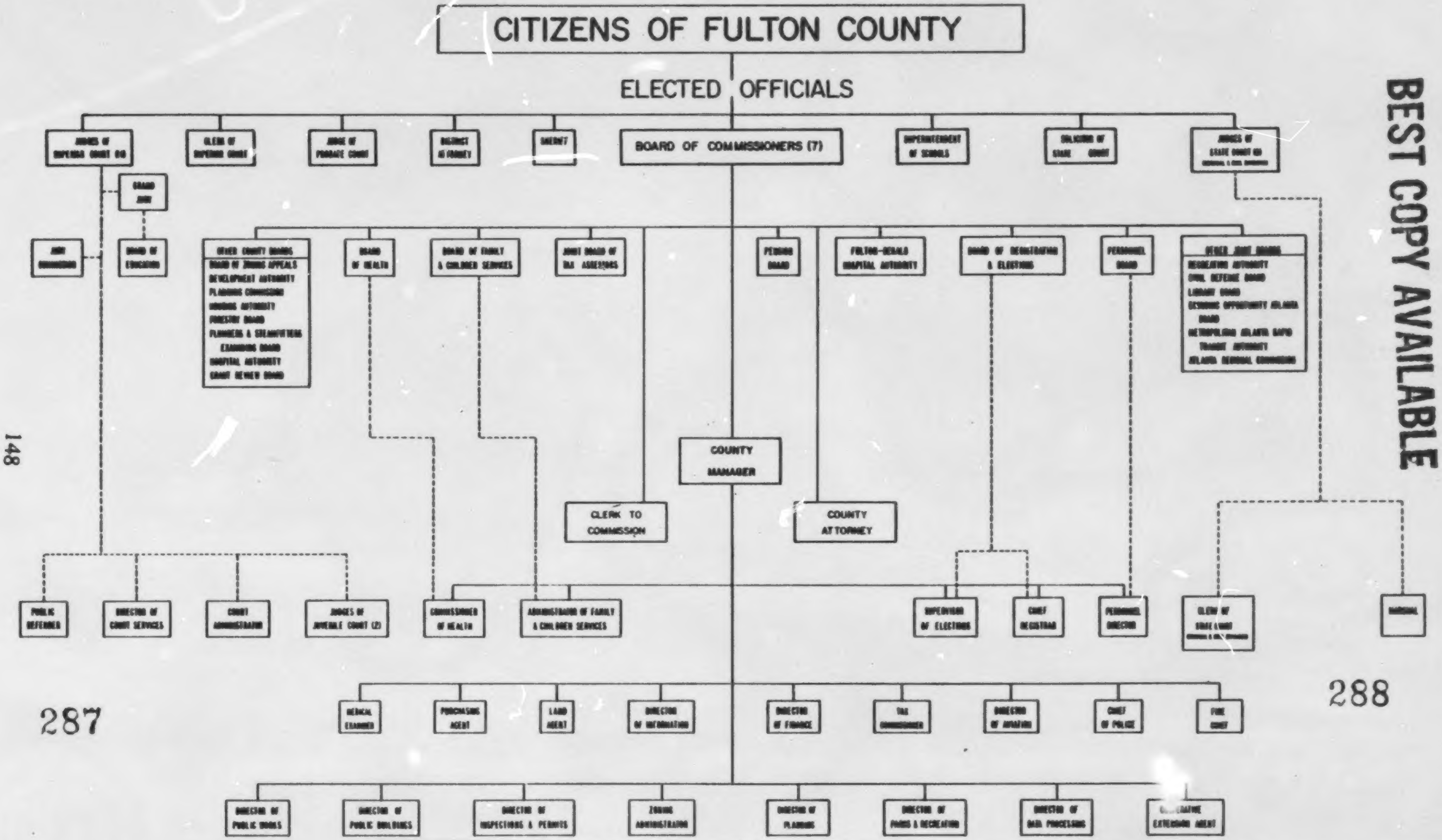
FULTON
COUNTY

# ORGANIZATION OF THE FULTON COUNTY GOVERNMENT


CITIZENS OF FULTON COUNTY
ELECTED OFFICIALS
JUDGES OF SUPERIOR COURT
CLERK OF SUPERIOR COURT
JUDGE OF PROBATE COURT
DISTRICT ATTORNEY
SHERIFF
BOARD OF COMMISSIONERS (7)
SUPERINTENDENT OF SCHOOLS
SOLICITOR OF STATE COURT
JUDGES OF STATE COURT
GRAND JURY
JURY COMMISSION
BOARD OF EDUCATION
OTHER COUNTY BOARDS
BOARD OF ZONING APPEALS
DEVELOPMENT AUTHORITY
PLANNING COMMISSION
HOUSING AUTHORITY
FORESTRY BOARD
PLUMBERS & STEAMFITTERS EXAMINING BOARD
HOSPITAL AUTHORITY
GRANT REVIEW BOARD
BOARD OF HEALTH
BOARD OF FAMILY & CHILDREN SERVICES
JOINT BOARD OF TAX ASSESSORS
PENSION BOARD
FULTON-DEKALB HOSPITAL AUTHORITY
BOARD OF REGISTRATION & ELECTIONS
PERSONNEL BOARD
OTHER JOINT BOARDS
RECREATION AUTHORITY
CIVIL DEFENSE BOARD
LIBRARY BOARD
ECONOMIC OPPORTUNITY ATLANTA BOARD
METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY
ATLANTA REGIONAL COMMISSION
COUNTY MANAGER
CLERK TO COMMISSION
COUNTY ATTORNEY
PUBLIC DEFENDER
DIRECTOR OF COURT SERVICES
COURT ADMINISTRATOR
JUDGES OF JUVENILE COURT (2)
COMMISSIONER OF HEALTH
ADMINISTRATOR OF FAMILY & CHILDREN SERVICES
SUPERVISOR OF ELECTIONS
CHIEF REGISTRAR
PERSONNEL DIRECTOR
CLERK OF STATE COURT
MARSHAL
MEDICAL EXAMINER
PURCHASING AGENT
LAND AGENT
DIRECTOR OF INFORMATION
DIRECTOR OF FINANCE
TAX COMMISSIONER
DIRECTOR OF AVIATION
CHIEF OF POLICE
FIRE CHIEF
DIRECTOR OF PUBLIC WORKS
DIRECTOR OF PUBLIC BUILDINGS
DIRECTOR OF INSPECTIONS & PERMITS
ZONING ADMINISTRATOR
DIRECTOR OF PLANNING
DIRECTOR OF PARKS & RECREATION
DIRECTOR OF DATA PROCESSING
COOPERATIVE EXTENSION AGENT

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# FULTON COUNTY

Fulton County is the central and most populous county (1979 estimated population, 622,600) of the Atlanta Metropolitan Area and the most populous county in Georgia. The Atlanta metropolitan area estimated population in 1979 was 1,773,000. Originally created in 1853 by the Georgia General Assembly and enlarged in 1931 by the absorption of two adjacent counties, Fulton County encompasses 523 square miles. The City of Atlanta occupies about 117 square miles or 45% of Fulton County and accounts for approximately 62% of its taxable property assessments and 73% of its population. Nine other incorporated cities located in the County are: Alpharetta, College Park, East Point, Fairburn, Hapeville, Mountain Park, Palmetto, Roswell and Union City.

## Government

The Board of Commissioners is the governing and policy making body of the County. The Board consists of seven members elected to a four-year term, which, for members now in office, will expire in December, 1982. Four Commissioners are elected from districts and three from the County at-large. The Chairman of the Board of Commissioners is elected by a majority of members.

The Commission sets levels of service to be provided by each department when it approves each annual department budget. It levies taxes, adopts a yearly capital improvement program, has authority over the County's health and welfare programs, authorizes County bond issues, and promotes new industrial activity through the Development Authority. It also regulates zoning, fire and police protection, parks, libraries, and refuse disposal in the unincorporated area of the County.

The Commission appoints the County Manager as its chief executive officer, who in turn appoints all department heads, with Commission approval, except elected officials and some whose appointments are specifically provided

*SOURCE: Fulton County Annual Financial Report for Fiscal Year Ending December 31, 1979* for in the law. The manager's chief function is to carry out County policy as set by the County Commission.

The Finance Department is responsible for the legal collection, stewardship and disbursement of County funds. The funds come from the departments which collect the various taxes and fees. The department compiles the County budget, accumulates data to evaluate programs, and analyzes revenue requirements.

County Services

Fulton County employs 3,400 persons. The figure includes thirty-one elected officials and thirty-two department heads. Services provided include fire and police protection, garbage collection and disposal, sewage collection and treatment, water supply and distribution in the unincorporated areas of the County. Public health services, public welfare, tax collections, and the court system of the entire county are also the responsibilities of the County government. Library service is provided by a contract with the City of Atlanta. Public hospital facilities are administered by The Fulton-DeKalb Hospital Authority which operates Grady Memorial Hospital. Property zoning is a joint function of the County and the City of Atlanta.

The school system for the County, outside the limits of the City of Atlanta, is operated by the Fulton County Board of Education, which is appointed by the Grand Jury. Fulton County owns and operates a general aviation airport facility. The airport is currently undergoing an expansion of facilities aimed at relieving general aviation traffic at Atlanta's Hartsfield International Airport. Through contractual agreements, the County provides financial support to The Fulton-DeKalb Hospital Authority and the Atlanta and Fulton County Recreation Authority (Atlanta Statium and the Omni).

# TABLE XVII
# FULTON COUNTY, GEORGIA
# MISCELLANEOUS STATISTICAL DATA

---

Date of Incorporation: 1853

Form of Government: County Manager and Commission (Seven Commissioners elected)

Area: 523 Square Miles (Including Incorporated Areas)

| Miles of Roads: | | Unincorporated Area |
|---|---|---|
| | Paved | 1,202 |

| Miles of Sewers: | | |
|---|---|---|
| | Sanitary | 381 |
| | Storm | 69 |
| | | 450 |

Building Permits:

| Fiscal Year | Permits Issued | Value of Buildings (Thousands) |
|---|---|---|
| 1970 | 1,682 | 68,920 |
| 1971 | 2,213 | 102,081 |
| 1972 | 2,411 | 103,262 |
| 1973 | 2,276 | 110,909 |
| 1974 | 1,372 | 69,383 |
| 1975 | 1,225 | 64,300 |
| 1976 | 1,308 | 41,929 |
| 1977 | 1,559 | 78,882 |
| 1978 | 1,909 | 104,900 |
| 1979 | 1,996 | 153,993 |

Fire Protection (Unincorporated Area):

| | |
|---|---|
| Number of Stations | 16 |
| Number of Employees | 187 |

Police Protection (Unincorporated Area):

| | | |
|---|---|---|
| Number of Employees | 130 Police Officers | 19 School Crossing Guards |
| | 21 Civilians | |

*SOURCE:* *Fulton County Annual Financial Report for Fiscal year Ending December 31, 1979*

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## MISCELLANEOUS STATISTICAL DATA

| Education | 1978-79 | 1977-78 | 1976-77 | 1975-76 |
|---|---|---|---|---|
| Number of Schools | 78 | 78 | 79 | 77 |
| Number of Teachers | 2,171 | 2,095 | 1,987 | 1,954 |
| Number of Students | 35,364 | 35,333 | 34,098 | 33,627 |
| Students/Teachers | 16 | 17 | 17 | 17 |
| Average Daily Attendance: | | | | |
| Selective Pre-School | 975 | 393 | 182 | 150 |
| Elementary | 18,858 | 18,273 | 17,712 | 17,601 |
| Middle | 509 | 539 | 604 | 685 |
| High | 12,867 | 13,195 | 12,916 | 12,760 |
| Special Education | 576 | 608 | 544 | 493 |
| Attendance Ratio | 92.7% | 93.40% | 93.71% | 94.24% |

Employees as of December 31, 1979:

| | |
|---|---|
| Classified | 2,845 |
| Unclassified* | 166 |
| Total | 3,011 |

*Does not include elected officials (31) and department heads (33).

Elections:

| | 1978 | 1976 | 1974 |
|---|---|---|---|
| Number of Registered Voters | 297,451 | 305,296 | 289,125 |
| Number of Votes Cast, General Election | 99,273 | 205,183 | 139,264 |
| Percentage of Registered Voters Voting | 33.4% | 67.2% | 48.2% |

Population Last Four Censuses:

| 1940 | 1950 | 1960 | 1970 |
|---|---|---|---|
| 392,886 | 473,572 | 556,226 | 605,210 |

Population estimates (in thousands) by Atlanta Regional Commission:

| | |
|---|---|
| 1972 | 615.1 |
| 1974 | 617.2 |
| 1976 | 603.2 |
| 1977 | 607.9 |
| 1978 | 615.8 |
| 1979 | 622.6 |

# MISCELLANEOUS STATISTICAL DATA

Age Distribution in Census of Total County Population:

| | 1940 | 1950 | 1960 | 1970 | 1979 Estimated |
|---|---|---|---|---|---|
| Under 5 | 29,334 | 50,284 | 61,758 | 51,443 | 46,621 |
| 5 - 9 | 29,585 | 37,148 | 55,858 | 55,338 | 40,312 |
| 10 - 14 | 32,053 | 31,572 | 49,931 | 57,245 | 46,231 |
| 15 - 19 | 35,749 | 33,909 | 40,911 | 56,495 | 53,114 |
| 20 - 24 | 38,702 | 42,426 | 41,810 | 58,881 | 59,917 |
| 25 - 29 | 40,407 | 44,292 | 37,335 | - | 63,958 |
| 25 - 34 | - | - | - | 85,719 | - |
| 30 - 34 | 37,415 | 39,538 | 37,903 | - | 56,912 |
| 35 - 39 | 34,812 | 39,589 | 39,215 | - | 40,812 |
| 35 - 44 | - | - | - | 69,267 | - |
| 40 - 44 | 28,233 | 35,697 | 37,307 | - | 32,488 |
| 45 - 49 | 23,646 | 30,457 | 35,250 | - | 29,902 |
| 45 - 54 | - | - | - | 67,391 | - |
| 50 - 54 | 19,207 | 25,204 | 30,997 | - | 29,988 |
| 55 - 59 | 14,307 | 19,367 | 26,288 | 28,881 | 28,138 |
| 60 - 64 | 10,905 | 14,767 | 20,120 | 24,857 | 24,721 |
| 65 - 69 | 8,748 | 12,760 | 16,404 | - | 21,076 |
| 65 - 74 | - | - | - | 33,779 | - |
| 70 - 74 | 4,995 | 8,073 | 11,599 | - | 16,780 |
| 75 and over | 4,788 | 8,489 | 13,640 | 18,296 | 31,630 |
| Total | 392,886 | 473,572 | 556,326 | 607,592 | 622,600 |

---

*Estimated by Atlanta Regional Commission.

*SOURCE:* *Fulton County Annual Financial Report for Fiscal Year Ending December 31, 1979*

Fulton County Demographic Data:

|  | Population* | Per Capital Income** | Unemployment Rate*** |
|---|---|---|---|
| 1970 | 607,592 | $4,433 | - |
| 1971 | 616,100 | 4,825 | - |
| 1972 | 615,100 | 5,445 | - |
| 1973 | 617,500 | 5,931 | 4.5% |
| 1974 | 617,200 | 6,515 | 6.1 |
| 1975 | 618,100 | 6,962 | 10.9 |
| 1976 | 603,200 | 7,516 | 10.6 |
| 1977 | 607,900 | 8,206 | 8.9 |
| 1978 | 615,800 | **** | 6.4 |
| 1979 | 622,600 | **** | 6.0 |

*Source: Atlanta Regional Commission Population Estimates, except 1970, which is U.S. Census Bureau figure.

**Source: Georgia Department of Labor.

***Separate statistics on Fulton County were not kept prior to 1973.

****Not Available.

Principal Taxpayers in Fulton County:

|  |  |
|---|---|
| Southern Bell Telephone and Telegraph Company | Communication Services |
| Georgia Power Company | Utility Services |
| Ford Motor Company | Marketing and Manufacturing |
| International Business Machines Corporation | Services and Manufacturing |
| First National Bank | Finance Services |
| Delta Air Lines | Transportation Services |
| Coca Cola Company | Marketing and Manufacturing |
| Sears, Roebuck and Company | Retail Services |
| General Motors Corporation | Marketing and Manufacturing |
| Xerox Corporation | Services and Manufacturing |
| Atlanta Gas Light Company | Utility Services |
| Citizens and Southern National Bank | Financial Services |
| Atlanta Center Ltd. (Atlanta Hilton Hotel) | Hotel Services |
| Trust Company Bank | Financial Services |
| Federated Department Stores (Rich's Incorporated) | Retail Services |
| Peachtree Hotel Company (Plaza Tower) | Hotel Services |
| Manitou Realty Company (Omni Complex) | Hotel and Commercial Services |
| Prudential Insurance Company of America | Insurance |
| Atlanta Newspapers, Incorporated | Communication Services |
| Fulton National Bank | Financial Services |
| Southern Railway | Transportation Services |
| American Telephone and Telegraph Company | Communication Services |

# MISCELLANEOUS STATISTICAL DATA

---

## Principal Employers in Atlanta Metro Area (Per Atlanta Chamber of Commerce)

### Over 8,000

| | |
|---|---|
| Atlanta Public Schools | Educational Services |
| DeKalb County Schools | Educational Services |
| Delta Air Lines | Transportation Services |
| General Motors Corporation | Marketing and Manufacturing |
| Lockheed Georgia Company | Manufacturing |
| Rich's, Incorporated | Retail Services |
| Sears, Roebuck and Company | Retail Services |
| Southern Bell Telephone & Telegraph Company | Communication Services |

### 5,000 - 7,999

| | |
|---|---|
| Atlanta Newspapers | Communication Services |
| City of Atlanta | Governmental Services |
| Cobb County Schools | Educational Services |
| Emory University | Educational Services |
| Ford Motor Company | Manufacturing |
| Georgia Power Company | Utility Services |
| State of Georgia | Governmental Services |
| J. C. Penney Company, Incorporated | Retail Services |
| U. S. Army | Military Services |
| U. S. Internal Revenue Service | Governmental Services |
| U. S. Post Office | Public Services |
| Western Electric Company, Inc. | Manufacturing |

### 2,500 - 4,999

| | |
|---|---|
| Alterman Foods | Retail Services |
| Citizens and Southern National Bank | Financial Services |
| Clayton County Schools | Educational Services |
| Colonial Stores, Incorporated | Retail Services |
| Davison's Department Store | Retail Services |
| DeKalb County | Governmental Services |
| Fulton County | Governmental Services |
| Fulton County Schools | Educational Services |
| Georgia Institute of Technology | Educational Services |
| Georgia State University | Educational Services |
| Grady Memorial Hospital | Public Services |
| Gwinnett County Schools | Educational Services |
| I. B. M. Corporation | Services & Manufacturing |
| K-Mart Corporation | Retail Services |
| Kroger Co. | Retail Services |

*SOURCE:* *Fulton County Annual Financial Report for Fiscal Year Ending December 31, 1979*

LESSON TOPIC: State and Local Government Unit Review

GRADE LEVEL: Secondary

CONCEPTS: Not Applicable

TERMS: See crossword puzzle

OBJECTIVES: Not Applicable

MATERIALS: Georgia Citizenship Crossword Puzzle, with Clues, Special Clues, and Key

PROCEDURE:

1. Pass out the "Georgia Citizenship Crossword Puzzle" as an in-class or overnight assignment. A special set of clues is included for students who may have difficulty with the puzzle.
2. Review answers with students.

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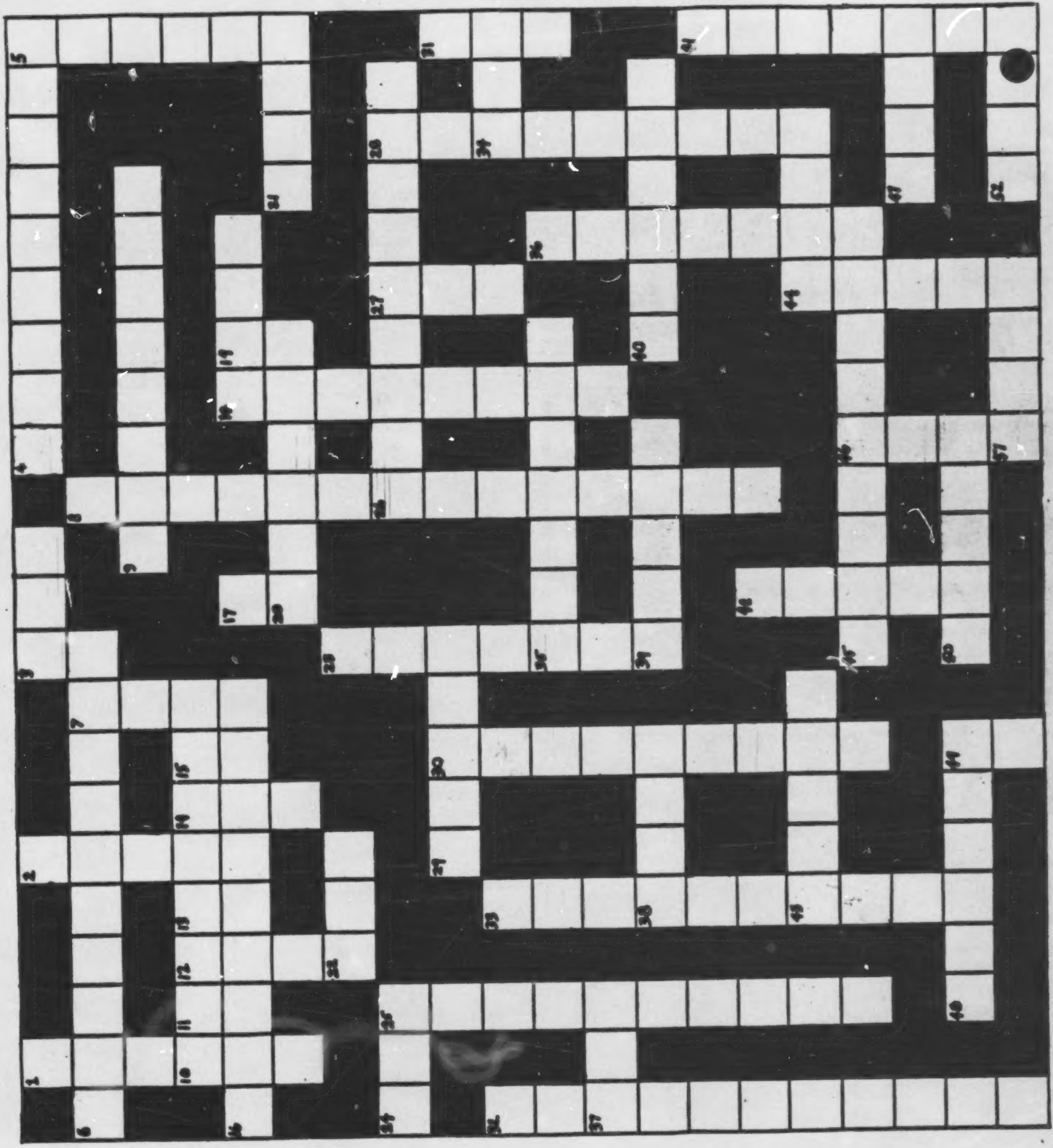

# GEORGIA CITIZENSHIP CROSSWORD PUZZLE

## CROSSWORD PUZZLE CLUES

### *Across*

3. Term for bill that has been passed by the legislature and signed by governor.
4. The person who brings charges against another in court.
6. The constitutional guarantee that government will treat all citizens fairly and without arbitrary treatment. (2 word term which is part of a phrase "_____ ________ of law")
9. The basic trial court in Georgia.
10. Chief executive of state government.
16. That person accused of a wrongdoing brought before a court.
18. A device for measuring public opinion. Also, sometimes used to refer to the place where voters cast their ballots.
20. Abbreviation for term meaning the creation of a legal or political body, such as a municipality.
21. Group of citizens who decide the guilt or innocence of a person in court.
22. Abbreviation for the type of jurisdiction for a court which has the power to first try a case.
24. Number of years in a state representative or senator's term of office.
26. Two-word Latin phrase which refers to the property tax.
29. Type of jury which considers whether there is enough evidence to believe that a person who has been arrested should be charged with a crime. This jury also has civil functions.
34. Abbreviation of a proposed constitutional amendment currently being considered by the states.
35. Money which a government receives from taxes, grants, and other sources.
37. Abbreviation for one of the two houses in the legislature. Sometimes called the "upper house."
38. Unit for expressing a tax rate involving the value of property.
39. Abbreviation for the law-making branch of government.
40. The basic geographic and political subdivision of a state. A unit of local government.
43. One of the two partners in a federal system of government.
44. Length of measurement.
45. Refers to a city.
47. A map or chart of a piece of land showing lots and other features.
48. Dividing local land into districts and regulating how land in each district may be used.
50. Another name for a trial jury.
51. "Fiscal _____." Financial period beginning July 1 and ending June 30 for which appropriations are made by state government.
52. A proposed piece of legislation.

### *Down*

1. The complete financial plan for a fiscal year, proposing expenditures and aniticipated revenue
2. "__________ of County Commissioners."
3. Preposition.
5. Serious crime punishable by imprisonment for more than 12 months.
7. Divide into groups.
8. Power of courts to declare laws unconstitutional. (2 words)
11. Preposition.
12. Disapproval of a bill by the Governor.
13. 2-letter prefix to two different words, both of which refer to the verification and certification of a bill in the legislature as the official version.
14. Parliamentary term for a "no" vote.
15. Preposition.
17. 2-letter prefix to the word meaning a two-house legislature.
18. "Call the __________ question." Parliamentary motion for ending debate on a bill and bringing it up for a vote.
19. Abbreviation for Latin word *opus*, meaning "work."
23. A system of government where power is divided between a central (or national) government and constituent (or state) governments.
25. Rules and laws passed by city government.
27. General term referring to all legally-enacted bills by the legislature, as well as court decisions and rules adopted by governmental agencies.
28. Administrative branch of government.
30. Type of jurisdiction given a court to only hear a legal case after it has been tried to heard in a lower court.
31. Compulsory charge citizens have to pay their governments.
32. Less serious crimes punishable by imprisonment for less than 12 months and fines less than $1,000.
33. General name given governing body of a county.
36. General name given governing body of a city.
41. Building which serves as main center of state government.
42. Within General Assembly, where all money bills must originate.
44. Chief executive of most cities.
46. Another name for municipality.
49. Abbreviation of Georgia legislature's formal name.

## Special Clues

## GEORGIA CITIZENSHIP CROSSWORD PUZZLE

*Words, phrases, or abbreviatons used in the Georgia Citizenship Crossword Puzzle come from the following list:*

Act
Ad Valorem
Appellate
As

Bi (Bicameral)
Bill
Board
Budget

Capitol
City
Commission
Council
County

Defendant
Due Process

ERA (Equal Rights Amendment)
En (Engross and Enroll)
Executive

Federal
Felony

GA (General Assembly)
Grand
Governor

House

Incorp. (Incorporate)

Judicial Review
Jury

Law
Legis. (Legislature)

Mayor
Mile
Mill
Misdemeanor
Municipal

Nay

Of
On
Op.
Org. (Original)
Ordinances

Petit
Plaintiff
Plat
Poll
Previous

Revenue

Sen. (Senate)
Sort
State
Superior

Tax
Two

Veto

Year

Zoning

# GEORGIA CITIZENSHIP CROSSWORD PUZZLE

KEY

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | 1 B |  |  |  | 2 B |  |  |  | 3 A | C | T |  | 4 P | L | A | I | N | T | I | F | 5 F |
| 6 D | U | E | P | R | O | C | E | 7 S | S |  |  | 8 J |  |  |  |  |  |  |  |  | E |
|  | D |  |  |  | A |  |  | O |  |  | 9 S | U | P | E | R | I | O | R |  |  | L |
|  | 10 G | 11 O | 12 V | 13 E | R | 14 N | 15 O | R |  |  |  | D |  |  |  |  |  |  |  |  | O |
| 16 D | E | F | E | N | D | A | N | T |  | 17 B |  | I |  | 18 P | 19 O | L | L |  |  |  | N |
|  | T |  | T |  |  | Y |  |  |  | 20 I | N | C | O | R | P |  |  | 21 J | U | R | Y |
|  |  |  | 22 O | R | G |  |  |  | 23 F |  |  | I |  | E |  |  |  |  |  |  |  |
| 24 T | W | 25 O |  |  |  |  |  |  | E |  |  | 26 A | D | V | A | 27 L | O | R | 28 E | M |  |
|  |  | R |  |  | 29 G | R | 30 A | N | D |  |  | L |  | I |  | A |  |  | X |  | 31 T |
| 32 M |  | D |  | 33 C |  |  | P |  | E |  |  | R |  | O |  | W |  |  | 34 E | R | A |
| I |  | I |  | O |  |  | P |  | 35 R | E | V | E | N | U | E |  | 36 C |  | C |  | X |
| 37 S | E | N |  | M |  |  | E |  | A |  |  | V |  | S |  |  | O |  | U |  |  |
| D |  | A |  | 38 M | I | L | L |  | 39 L | E | G | I | S |  | 40 C | O | U | N | T | Y |  |
| E |  | N |  | I |  |  | L |  |  |  |  | E |  |  |  |  | N |  | I |  | 41 C |
| M |  | C |  | S |  |  | A |  |  | 42 H |  | W |  |  |  |  | C |  | V |  | A |
| E |  | E |  | 43 S | T | A | T | E |  | O |  |  |  |  |  | 44 M | I | L | E |  | P |
| A |  | S |  | I |  |  | E |  | 45 M | U | N | I | 46 C | I | P | A | L |  |  |  | I |
| N |  |  |  | O |  |  |  |  |  | S |  |  | I |  |  | Y |  | 47 P | L | A | T |
| O |  | 48 Z | O | N | I | N | 49 G |  | 50 P | E | T | I | T |  |  | O |  |  |  |  | O |
| R |  |  |  |  |  |  | A |  |  |  |  |  | 51 Y | E | A | R |  | 52 B | I | L | L |

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# AMERICAN GOVERNMENT

**LESSON TOPIC:** Types of governments

**CONCEPTS:** Democracy, dictatorship

**TERMS:** Limited government, popular sovereignty, majority rule, minority rights, general welfare, individual, equality, power

**OBJECTIVES:** The student will be able to:

1. Participate in a group run by either democratic or dictatorial principles.
2. Discuss the differences between a democracy and a dictatorship after having participated in a group activity.
3. Discuss the basic principles of a democracy.
4. Match descriptions of democratic and dictatorial governments with the government they are describing.

**MATERIALS:** Handouts: "Rules for the Dictatorship Group," "Rules for the Democracy Group," "Basic Principles of a Democracy," and "Governments." Construction paper, scissors, glue, tape, colored pencils or felt tip pens.

**PROCEDURE:**

1. Divide the class into two groups. Have each group form a circle. One group is the dictatorship group; the other group is the democracy group. In the dictatorship group, the teacher should select one person to be dictator (pick someone who would fit the role well). Give that person the handout "Rules for the Dictatorship Group." Be sure the dictator understands his role. Have the dictator read the handout to the group and begin the activity. For the Democracy Group, the teacher should read the handout "Rules for the Democracy Group" to the group. Then leave the groups to work by themselves. The handouts state what to do and what rules to follow. At the conclusion of the time given, collect the flags. Then show both flags to the class, preferably hanging them up. Ask each group to report how they carried out their task. Discuss methods followed and actions of the leaders. Ask each group the following questions: (1) What was the best thing about their group? (2) What was the worst thing about their group? (3) What were the roles of members in their group (did they have power)? (4) How efficient was their group? (5) How easy or hard was it to make decisions? (6) Which group seemed to put more value on the individual and his personal needs and interests? (7) Which type of society would you prefer to live in? (8) Give examples of democracies and dictatorships in the world today.

   The teacher may choose the best flag at the conclusion of this discussion.

2. Pass out the handout "Basic Principles of a Democracy." Discuss this with the class. Be sure the concepts underlined are understood by the students. Students should know that having elections or a constitution is not the crucial factor in determining if a government is a democracy. The important criteria is the role of the people in the government.

3. For the next day, pass out the handout "Governments." Have students match the description with the type of government being described. After students have completed this, go over the answers with them.

## RULES FOR THE DICTATORSHIP GROUP

1. The dictator has complete control of the group. The people in the group cannot limit the power of the dictator.
2. The group must design and construct a flag for their group. The flag developed must be turned in to the teacher who selects the winner based on originality, color, and appropriate symbolism. There is a fifteen minute time limit.

## RULES FOR THE DEMOCRACY GROUP

1. In a democracy the ultimate decision making power lies with the people. All people in the group are equal. Any leaders must be chosen by majority vote. Opinions of all individuals are valued. Any decisions must be made with the approval of the people.
2. The group must design and construct a flag for their group. The flag developed must be turned in to the teacher who selects the winner based on originality, color, and appropriate symbolism. There is a fifteen minute time limit.

## BASIC PRINCIPLES OF A DEMOCRACY

1. The *individual* is a person of worth, dignity, and importance. The government must be the servant and protector of the individuals who make up the whole.
2. Since all people are created *equal*, a democracy must aim at preventing discrimination based on any arbitrary reasons such as race, religion or social standing. In an election each man's vote must be equal.
3. Elected officials should be chosen by majority vote, but the minority should be free to criticize majority decisions (*majority rule–minority rights*).
4. The ultimate decision making power lies with the people–*popular sovereignty*. The government is *limited*. The role of the people is the crucial factor in determining whether or not a government is a democracy.
5. Laws are made by the people to provide stability, but the system allows for change as the needs and *interests of the people* change.

# GOVERNMENTS

Instructions: Match the statements below with the appropriate government being described.

____ 1. elections are staged

____ 2. ultimate power "lies with the people"

____ 3. limited government

____ 4. individual or small group "with complete control of government"

____ 5. citizens are required to vote but have no real choice

____ 6. government is not responsible to the people

____ 7. all people are equal

____ 8. although the majority rules, minority rights are preserved

____ 9. usually it is established through violence

____ 10. the general welfare of the people and the worth of the individual are of importance

a. democracy

b. dictatorship

## GOVERNMENTS
### Answer Sheet

Instructions: Match the statements below with the appropriate government being described.

a. democracy
b. dictatorship

b 1. elections are staged
a 2. ultimate power "lies with the people"
a 3. limited government
b 4. individual or small group "with complete control of government"
b 5. citizens are required to vote but have no real choice
b 6. government is not responsible to the people
a 7. all people are equal
a 8. although the majority rules, minority rights are preserved
b 9. usually it is established through violence
a 10. the general welfare of the people and the worth of the individual are of importance

**LESSON TOPIC:** Federalism

**CONCEPTS:** Federalism

**TERMS:** Power, national, state, concurrent

**OBJECTIVE:** The student will be able to:

1. Participate in "The Federalism Game–National Power, State Power, Concurrent Powers"
2. Identify if a power is a national power, state power, or concurrent power.
3. Discuss specific examples of national powers, state powers, and concurrent powers.

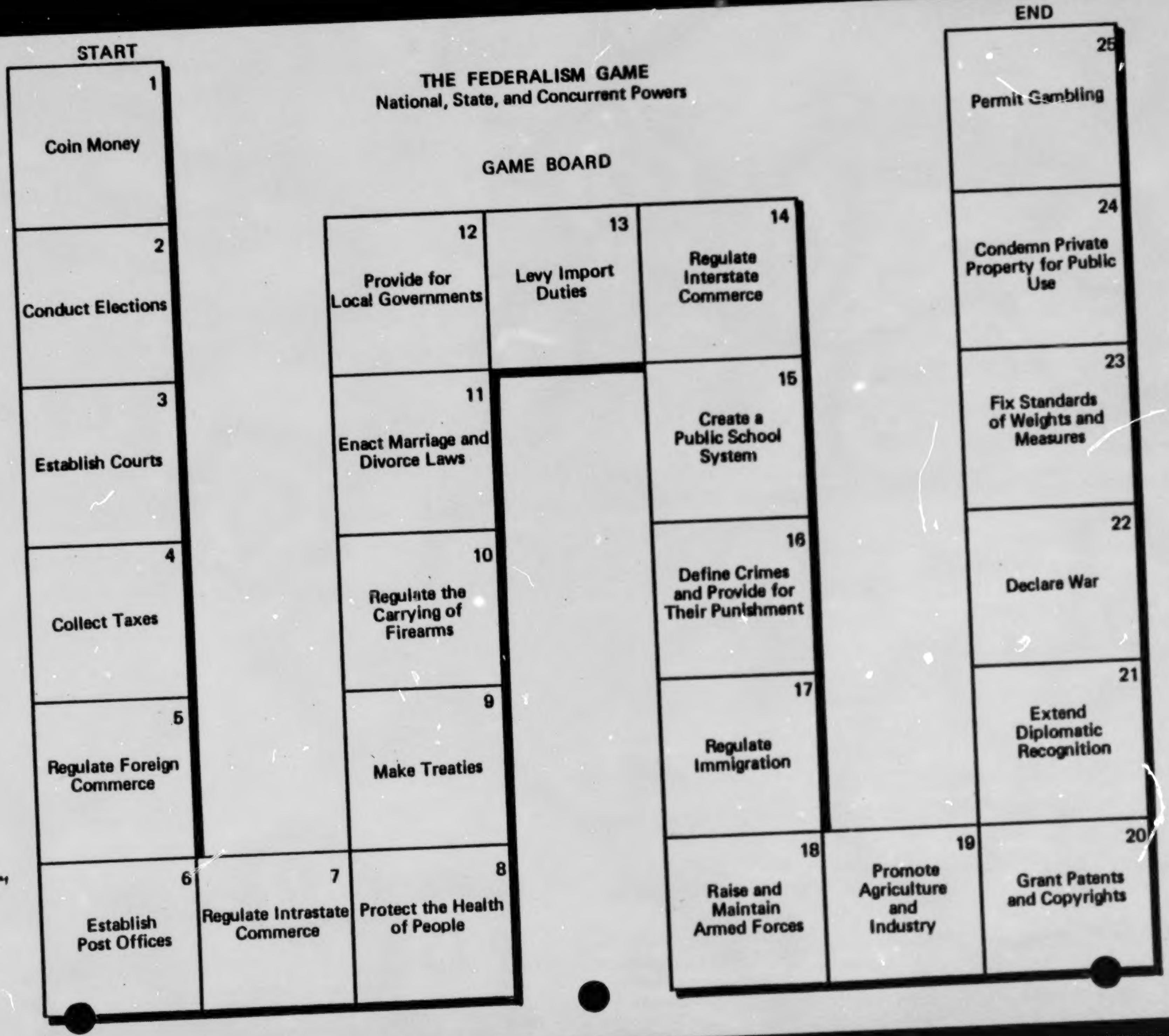
**MATERIALS:** Telephone directory's Yellow Pages. Handouts: "The Federalism Game–National, State, and Concurrent Powers," "Functions of Federal, State, and Local Government," and "Your Federal, State, and Local Governments." Dice and markers.

**PROCEDURE:**

1. In order to review the concept of federalism the students can play "The Federalism Game–National Power, State Power, Concurrent Powers." Each game board should be played by two people with an additional person keeping the answer sheet. Using one dice, roll to see who goes first (the highest number goes first). Players should make little markers to identify where they are on the game board. Players roll the dice, move that number of spaces, and decide if the power is a national power, state power, or a power of both levels (concurrent power). The person with the answer sheet should tell the players if their answer is correct or incorrect. If one rolls the dice and lands on a spot *just* landed on by the other player, one must roll again. If a player answers the question incorrectly, the player must go back to start. The first player to reach the end wins. If you want students to play more than once, have the person with the answer sheet become a player and let one of the players be the person with the answer sheet.
2. At the conclusion to the game, the teacher should discuss with the students each power included in the game. The teacher should ask the students to describe specific examples of each power (examples of the power to collect taxes would be individual income tax, excise taxes, estate and gift taxes, custom duties, etc.). By discussing specific situations, the students should have a more clear understanding of federalism.
3. Using the telphone directory's Yellow Pages, have the students turn to "Government" and "Schools" and fill in the handout "Functions of Federal, State, and Local Government." In reviewing the answers, explain that some services are provided by only one level of government, while certain other services are shared by two or more levels of government.
4. Have students fill in the handout, "Your Federal, State, and Local Government," which should reinforce the student's knowledge of how our federal system is structured. As an additional activity, you may want to have students to fill in the names of the people filling the offices on the handout.

# THE FEDERALISM GAME
National, State, and Concurrent Powers

## GAME BOARD

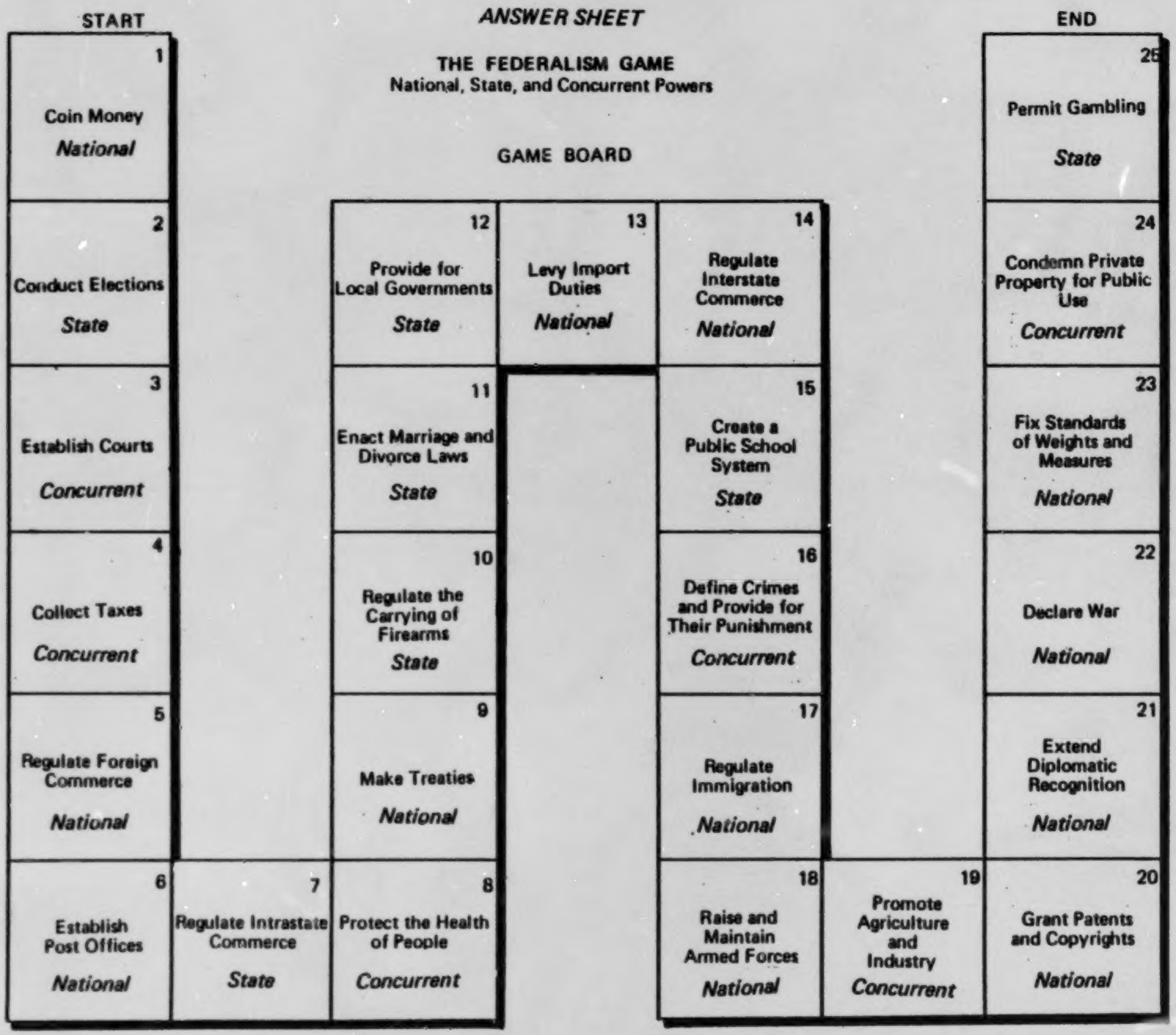

START
1 Coin Money
2 Conduct Elections
3 Establish Courts
4 Collect Taxes
5 Regulate Foreign Commerce
6 Establish Post Offices
7 Regulate Intrastate Commerce
8 Protect the Health of People
9 Make Treaties
10 Regulate the Carrying of Firearms
11 Enact Marriage and Divorce Laws
12 Provide for Local Governments
13 Levy Import Duties
14 Regulate Interstate Commerce
15 Create a Public School System
16 Define Crimes and Provide for Their Punishment
17 Regulate Immigration
18 Raise and Maintain Armed Forces
19 Promote Agriculture and Industry
20 Grant Patents and Copyrights
21 Extend Diplomatic Recognition
22 Declare War
23 Fix Standards of Weights and Measures
24 Condemn Private Property for Public Use
25 Permit Gambling
END

## *ANSWER SHEET*

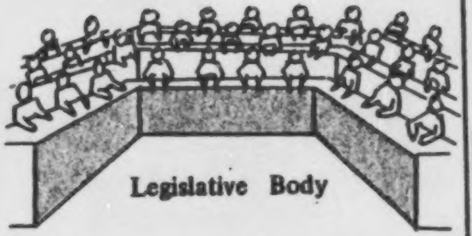
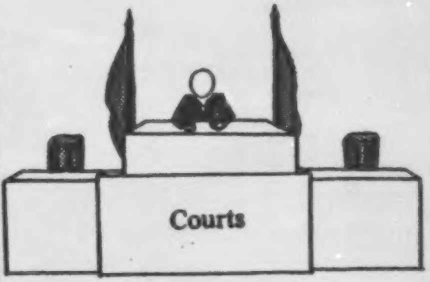
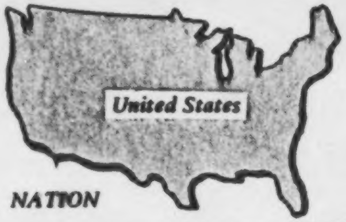
### THE FEDERALISM GAME

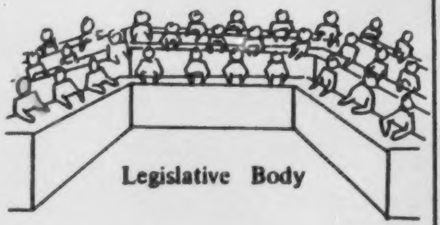
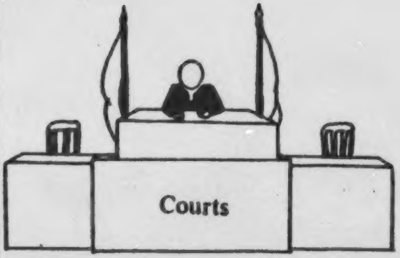
National, State, and Concurrent Powers

GAME BOARD



| | | |
|---|---|---|
| 1 | Coin Money | *National* |
| 2 | Conduct Elections | *State* |
| 3 | Establish Courts | *Concurrent* |
| 4 | Collect Taxes | *Concurrent* |
| 5 | Regulate Foreign Commerce | *National* |
| 6 | Establish Post Offices | *National* |
| 7 | Regulate Intrastate Commerce | *State* |
| 8 | Protect the Health of People | *Concurrent* |
| 9 | Make Treaties | *National* |
| 10 | Regulate the Carrying of Firearms | *State* |
| 11 | Enact Marriage and Divorce Laws | *State* |
| 12 | Provide for Local Governments | *State* |
| 13 | Levy Import Duties | *National* |
| 14 | Regulate Interstate Commerce | *National* |
| 15 | Create a Public School System | *State* |
| 16 | Define Crimes and Provide for Their Punishment | *Concurrent* |
| 17 | Regulate Immigration | *National* |
| 18 | Raise and Maintain Armed Forces | *National* |
| 19 | Promote Agriculture and Industry | *Concurrent* |
| 20 | Grant Patents and Copyrights | *National* |
| 21 | Extend Diplomatic Recognition | *National* |
| 22 | Declare War | *National* |
| 23 | Fix Standards of Weights and Measures | *National* |
| 24 | Condemn Private Property for Public Use | *Concurrent* |
| 25 | Permit Gambling | *State* |

| **YOUR FEDERAL, STATE, AND LOCAL GOVERNMENTS**<br>*Instructions: For each level of government listed below, indicate the title of the official, legislative body, or courts.* | STATE OF GEORGIA<br>Chief Executive |  Legislative Body |  |
|---|---|---|---|
|  United States<br>*NATION* | | | |
| <br>*STATE* | | | |
| <br>*COUNTY* | | | |
| <br>*CITY* | | | |

| **KEY**<br>**YOUR FEDERAL, STATE, AND LOCAL GOVERNMENTS**<br>*Instructions: For each level of government listed below, indicate the title of the official, legislative body, or courts.* | Chief Executive |  Legislative Body |  Courts |
|---|---|---|---|
| United States *NATION* | **PRESIDENT** | **CONGRESS** | **(For trial of Federal law)**<br>**U.S. SUPREME COURT**<br>**COURTS OF APPEALS**<br>**FEDERAL DISTRICT COURTS** |
| *STATE* | **GOVERNOR** | **GENERAL ASSEMBLY** | **(For trial of State law)**<br>**GEORGIA SUPREME COURT**<br>**COURT OF APPEAL**<br>**SUPERIOR COURT**<br>**STATE COURT OF THE COUNTY** |
| *COUNTY* | **NONE** | **COUNTY COMMISSION** | **(For trial of County Ordinances)**<br>**STATE COURT OF THE COUNTY** |
| *CITY* | **MAYOR** | **CITY COUNCIL** | **(For trial of City Ordinances)**<br>**MUNICIPAL COURT**<br>**TRAFFIC COURT**<br>**(Atlanta only)** |

## FUNCTIONS OF FEDERAL, STATE, AND LOCAL GOVERNMENT

*Instructions: For each service or function listed in the left column, check the level or levels of government responsible for providing that service*

| *Service* | *United States* | *State* | *County* | *City* |
|---|---|---|---|---|
| Sheriff | | | | |
| Water | | | | |
| Sewer | | | | |
| Sanitation/Garbage Collection | | | | |
| Army and Navy | | | | |
| Fire Department | | | | |
| Post Office | | | | |
| Highways | | | | |
| Traffic Lights | | | | |
| Schools | | | | |
| Airport | | | | |
| Parks and Recreation | | | | |
| Library | | | | |
| Hospital | | | | |
| Voter Registration | | | | |
| Police | | | | |
| Courts | | | | |
| Marriage Licenses | | | | |
| Prisons and Jails | | | | |
| Hunting and Fishing Regulation | | | | |
| Health and Welfare | | | | |
| Zoning | | | | |
| Buses and Rapid Transit | | | | |
| Social Security | | | | |
| Zoo | | | | |

# KEY

## FUNCTIONS OF FEDERAL, STATE, AND LOCAL GOVERNMENT

*Instructions: For each service or function listed in the left column, check the level or levels of government responsible for providing that service*

| *Service* | *United States* | *State* | *County* | *City* |
|---|---|---|---|---|
| Sheriff | | | X | |
| Water | | | X[1] | X[1] |
| Sewer | | | X[1] | X[1] |
| Sanitation/Garbage Collection | | | X[1] | X[1] |
| Army and Navy | X | X[2] | | |
| Fire Department | | | X[1] | X[1] |
| Post Office | X | | | |
| Highways | O | X | X | X |
| Traffic Lights | | | X | X |
| Schools | O | O | X[3] | X[4] |
| Airport | X[5] | | X[6] | X[6] |
| Parks and Recreation | X | X | X | X |
| Library | | | X[7] | X[7] |
| Hospital | | X | O[8] | |
| Voter Registration | | | X | |
| Police | | X[9] | X[10] | X |
| Courts | X | X | X | X |
| Marriage Licenses | | | X | |
| Prisons and Jails | X | X | X | X |
| Hunting and Fishing Regulation | X[11] | X | | |
| Health and Welfare | X | X | X | X |
| Zoning | | | X | X |
| Buses and Rapid Transit | | | | X[12] |
| Social Security | X | | | |
| Zoo | | | | X |

**X** – denotes level of government providing service.
**O** – denotes level of government which helps fund service but does not directly provide service.

## NOTES

1. Varies with city and county.
2. State supports the Army and Air National Guard.
3. Most public schools are part of county school systems, which are governed by county school boards independent of the county commission.
4. Atalnta and 27 other Georgia cities are authorized by law to operate a city school system independent of the county system.
5. Military airports. Also, although the federal government does not operate public airports, it does play an important role in their operation, including staffing federal air controllers to direct air traffic at the airport.
6. Varies with city and county. Some cities and counties jointly own and maintain an airport. Some cities—likeAtlanta—operate their own airport.
7. Varies with city and county. Often regional libraries are operated with support from cities and counties served.
8. Local hospitals are generally privately-owned or operated by a local hospital authority (a semi-governmental agency with power to tax residents of the city and county served). In some cases, counties have to supplement a hospital authority's revenue with county funds.
9. Through the State Patrol, Georgia Bureau of Investigation, and other officers, the state exercises certain police powers—particularly with respect to crimes committed on state highways or property.
10. Although police protection in the unincorporated areas of most counties is provided by the county sheriffs, the county commission may establish a separate county police department to serve this area. Currently, 18 counties—including Fulton—have a county police department.
11. For federal lands (such as national forests, recreation areas, parks, etc.).
12. Buses and rapid transit are generally provided by local transportation authorities (semi-governmental bodies) which are legally independent of a city or county, but which may receive local funding. In addition to MARTA—which serves Fulton and DeKalb counties—bus service is provided in Albany, Athens, Augusta, Canton, Columbus, Macon, Rome, and Savannah.

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**LESSON TOPIC:** Separation of Powers

**CONCEPTS:** Separation of powers, checks and balances

**TERMS:** Executive, legislative, judicial powers, cabinet, constituent, conference committee, oral arguments, appellate court, preliminary hearing, probable cause

**OBJECTIVES:** Students will be able to:

1. Develop a skit illustrating the functions or powers of one of the three branches of government.
2. Participate in a skit illustrating the functions or powers of one of the three branches of government.
3. Discuss the principle of separation of powers.

**MATERIALS:** Handouts: "Separation of Powers Skit," "Separation of Powers," and "United States Government."

**PROCEDURE:**

1. Have students divide into groups of three to five. Tell them you are going to assign each group a situation involving one of the three branches of government to perform in a short skit. The purpose of the skit is to illustrate one or more of the functions or powers of the executive, legislative, and judicial branches. Tell the students that they should try to be both creative and informative in their skit. The teacher should go around to each group giving them a slip of paper (see handout, "Separation of Powers") listing a branch of government and a situation to role play. The teacher should explain that their classmates will have an opportunity to guess the branch of government illustrated in each skit.

2. While students are working up a skit, the teacher should go around helping the groups. Be sure each skit provides accurate information.

3. Groups should perform their skit. After each skit, have students guess the branch and power being acted. (Handouts "Separation of Powers" and "United States Government" can be used at this time to show the three branches of government.)

4. After all skits are completed, discuss the principle of separation of powers where government powers are divided between three separate but coequal groups—the executive, legislative, and judicial branches. This division of power serves to prevent too much power from being placed in the same hands. It is rooted in the fact that if one person or group got too much power, they might exploit the position and the people. The founding fathers feared having another king. Each branch of government has certain powers which can check the other branches and prevent them from operating without the general approval or participation of the others. This system is known as checks and balances.

## Separation of Powers Skit

**Executive**—The president discusses with his Secretary of State, Secretary of Defense, and the chairman of the Joint Chiefs of Staff whether or not to bomb Cuba.

**Executive**—The president meets with leaders of two foreign countries to sign a major treaty.

**Legislative**—Senators debate on the Senate floor whether or not to increase social security benefits.

**Executive**—The president has a news conference to discuss the energy proposals that he will suggest to Congress.

**Judicial**—A person accused of armed robbery stands before the judge to plead guilty or not guilty of the crime.

**Executive**—The president meets with a former college classmate and discusses the cabinet position to which he is being nominated.

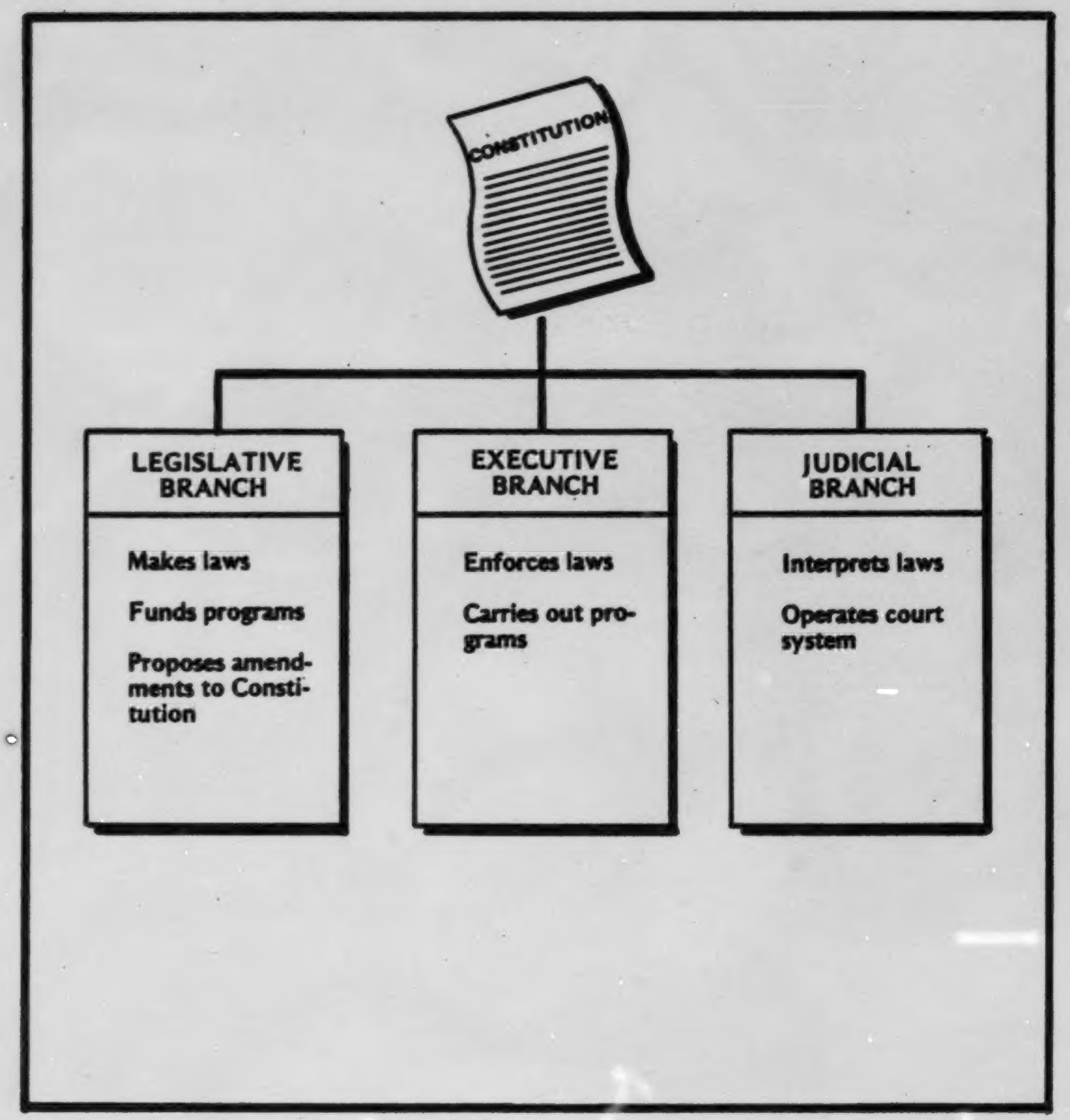
**Legislative**—A congressman talks to a constituent about a problem.

**Judicial**—Two attorneys give their oral arguments before an appellate court. They are dealing with the issue of whether or not students should be allowed to protest against school policies.

**Legislative**—In a conference committee where Senators and Representatives try to work out differences in their versions of an energy bill.

**Judicial**—Judge presides over a preliminary hearing to determine whether or not there is probable cause to charge the defendant with a crime.

# Separation of Powers


CONSTITUTION
LEGISLATIVE BRANCH
Makes laws
Funds programs
Proposes amendments to Constitution
EXECUTIVE BRANCH
Enforces laws
Carries out programs
JUDICIAL BRANCH
Interprets laws
Operates court system

LESSON TOPIC: **Checks and Balances**

GRADE LEVEL: **Secondary**

CONCEPTS: **Checks and balances**

TERMS: **Legislative, Congress, executive, President, judicial, Supreme Court, veto, unconstitutional, impeach, nominate, constitutional amendment, treaty, pardon, reprieve, amnesty, appropriate**

OBJECTIVES: **Students will be able to:**

1. **List the powers of one of the branches of government.**
2. **Participate in the game of "Checks and Balances."**
3. **Discuss the system of checks and balances.**

MATERIAL: Copy of the U.S. Constitution. (Handouts: "Checks and Balances Game" and "Checks and Balances.")

PROCEDURE:

1. This activity is recommended to be used with students who are above average in ability. Divide the class into three groups—the legislative group, the executive group, and the judicial group. All students should have a copy of the U. S. Constitution. Each group should be given approximately ten minutes to make up a list of the powers of that branch of government. The teacher should aid each group if they cannot find this information in the Constitution.

2. Each group should make a brief report to the class on the powers of their branch of government.

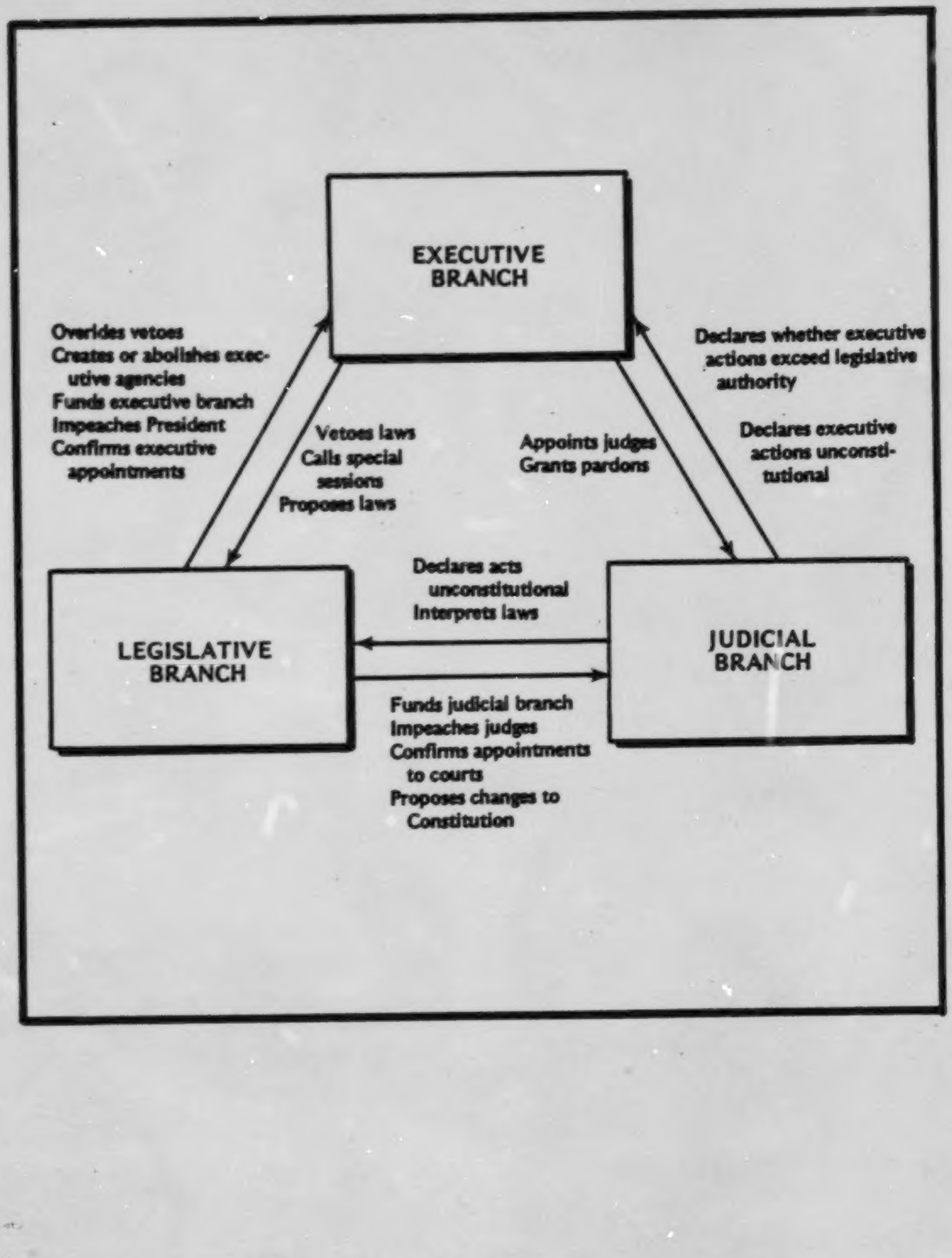
3. The students should now be ready to play the game of "Checks and Balances." Listed below are actions performed by the different branches of government. The teacher should read one action at a time to the class. After an action is read, the students should try to find in the U.S. Constitution power of any of the branches of government that would stop or block the action. Explain that if the judicial branch declares a law unconstitutional, they must give a reason why it is unconstitutional referring to a specific part of the Constitution. When a group has found a check, a group member should raise his hand. The student should state specifically where in the Constitution the check for the action can be found (giving the article, section, and clause numbers and then reading it.) Any group(s) with an accurate check would earn a point. Several points could be awarded for each action read by the teacher. Keep a tally on the chalkboard. If a group can come up with a way of checking a check, a group member should raise his hand. The group would earn a point if they accurately explained a way of checking a check. The group with the most points at the end of the activity is the winning team. Since each action could have more than one check, the suggested answers given below for the teacher are incomplete. The teacher could also make up additional actions to add to the list below.

4. At the conclusion of the activity use the handout "Checks and Balances" to review with the students the ways each of the three political groups—the Congress, the President, and the Supreme Court can check the powers of the other two branches. Be sure students understand the reasons for having this system.

## Checks and Balances Game

| *Action* | *Check* |
|---|---|
| 1. Congress passes a law requiring all children under the age of 13 to wear uniforms to school. | a. President vetoes the bill.<br>b. Courts decide law is unconstitutional, deprives people of liberty. |
| 2. The President appoints his 15 year old son as Secretary of State. | a. Congress (Senate) does not approve appointment. |
| 3. A Supreme Court justice is always drunk when court is in session. | a. Congress may impeach and remove judges. |
| 4. Congress increases the number of district court judges. | a. President nominates the judges. |
| 5. Supreme Court makes a decision that is unacceptable to the people. | a. Congress proposes a constitutional amendment.<br>b. Executive does not enforce the decision. |
| 6. Congress passes a law requiring capital punishment in all states for specific offenses. The bill is signed by the President. | a. Courts decide the law is unconstitutional based on the Tenth Amendment. |
| 7. The President performs illegal activities. | a. Courts decide activities are illegal and/or unconstitutional.<br>b. Congress may impeach and remove the President. |
| 8. The Senate approves a treaty that gives half of the U.S. to Cuba. | a. Courts declare treaty unconstitutional. |
| 9. The Courts find someone guilty that the people feel should not have to go to jail. | a. President grants pardons, reprieves, and may grant amnesty. |
| 10. Congress approves a bill requiring teenagers to shave their heads. The bill is passed one day before Congress will have a recess. | a. President does not have to sign the bill and it is automatically dead.<br>b. President vetoes the bill.<br>c. Courts declare law unconstitutional. |

# Checks and Balances


EXECUTIVE BRANCH
Overides vetoes
Creates or abolishes executive agencies
Funds executive branch
Impeaches President
Confirms executive appointments
Vetoes laws
Calls special sessions
Proposes laws
Appoints judges
Grants pardons
Declares whether executive actions exceed legislative authority
Declares executive actions unconstitutional
LEGISLATIVE BRANCH
Declares acts unconstitutional
Interprets laws
JUDICIAL BRANCH
Funds judicial branch
Impeaches judges
Confirms appointments to courts
Proposes changes to Constitution

**LESSON TOPIC:** Political symbols

**GRADE LEVEL:** Secondary

**CONCEPTS:** Political symbol

**TERMS:** Uncle Sam, John Bull, hammer and sickle, donkey, elephant, hawk, dove

**OBJECTIVES:** Students will be able to:

1. Identify symbols of U.S. political parties, countries, or positions on issues of war and peace.
2. List the name of each symbol and what that symbol represents under the appropriate categories.
3. Discuss political symbols.
4. Collect information on political symbols.
5. Collect political cartoons that include one or more of these political symbols.

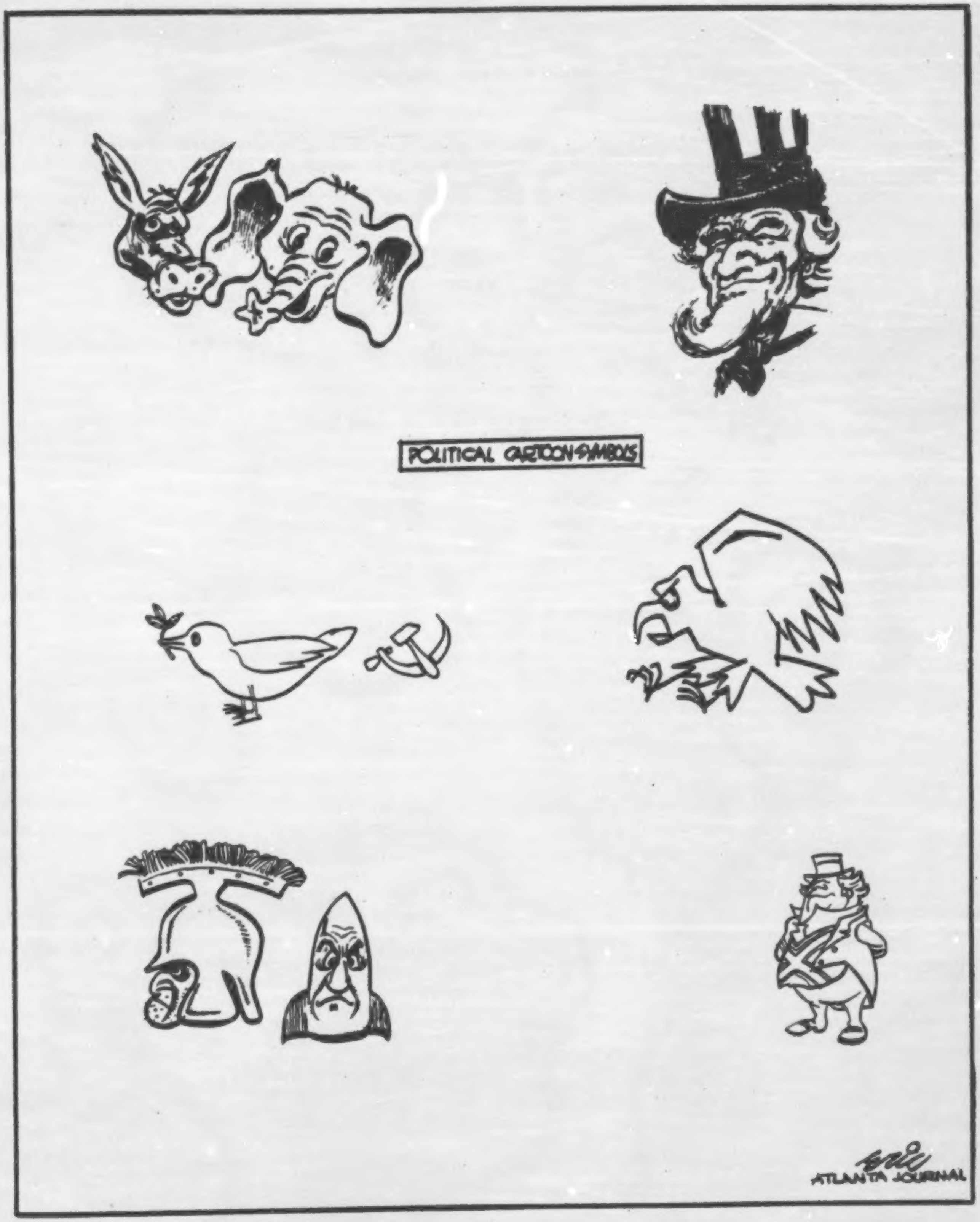
**MATERIALS:** Handouts: "Political Cartoon Symbols" (and worksheet) and "National Flag Code."

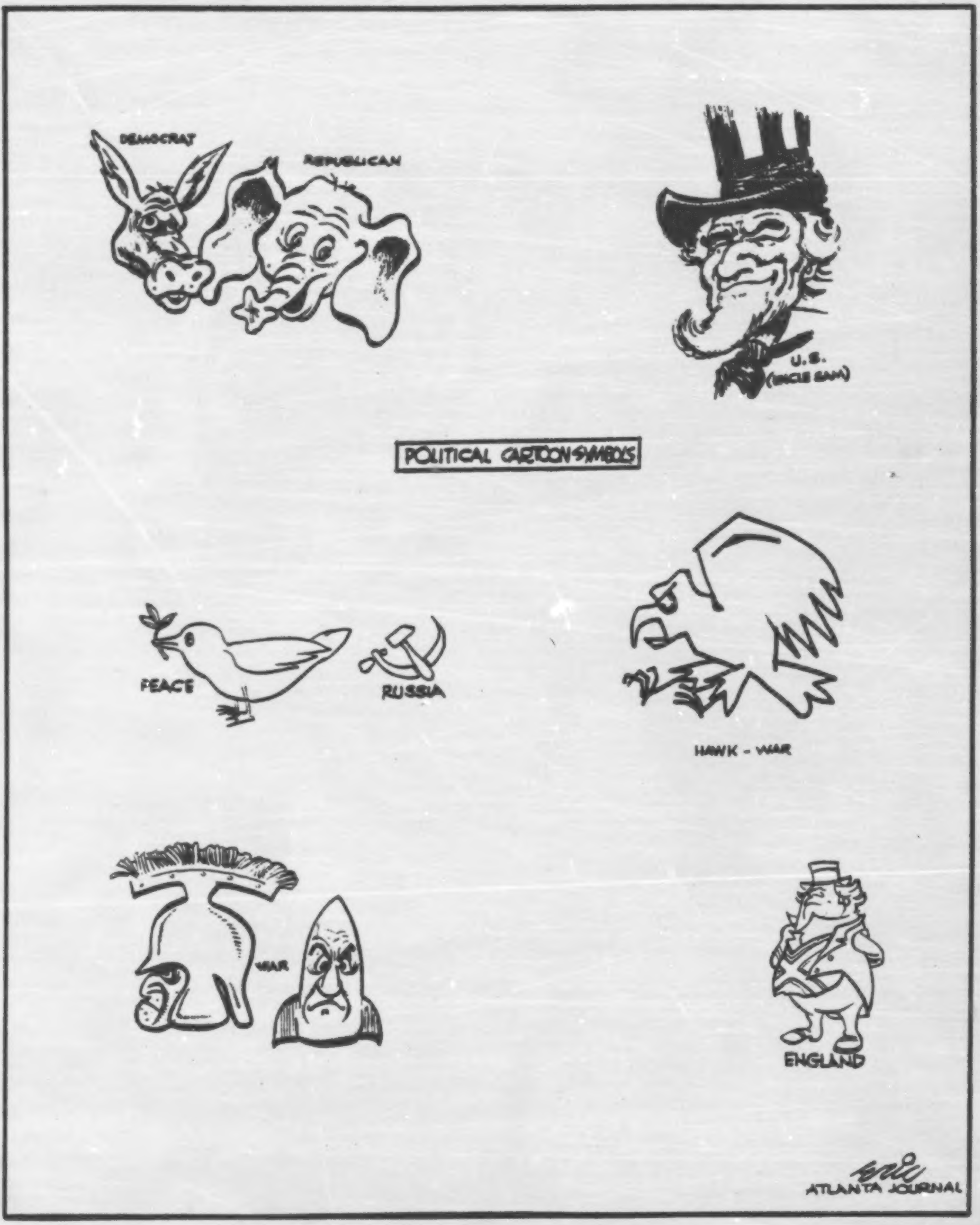
**PROCEDURE:**

1. Distribute handouts "Political Cartoon Symbols" and "Political Symbols" to all students. Tell students that the symbols pictured represent U.S. political parties, countries, or positions on issues of war and peace. The student should first identify the name of each symbol pictured and then list the name under the appropriate category on the worksheet (U.S. political parties, countries, or positions on issues of war and peace). Then for each symbol named, the student should write what that symbol specifically represents. When this has been completed, discuss the symbols with the students.

2. As a follow up to this activity, students could research each symbol to determine how the symbols originated. Or, the students could be asked to look for political cartoons in newspapers or magazines that include one or more of these symbols.

3. Another important symbol for a nation is its flag. Discuss the history of our flag and its importance as a symbol of America. Hand students a copy of the National Flag Code and discuss reasons for each rule concerning display of the flag. Have students discuss how they feel when they see students in America or foreign countries burning the flag of the United States.


POLITICAL CARTOON SYMBOLS
ATLANTA JOURNAL


DEMOCRAT
REPUBLICAN
U.S.
(UNCLE SAM)
PEACE
RUSSIA
HAWK - WAR
WAR
ENGLAND

POLITICAL CARTOON SYMBOLS

Eric
ATLANTA JOURNAL

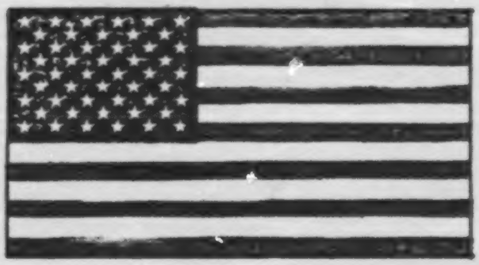
## POLITICAL SYMBOLS WORKSHEET

| *U. S. Political Parties* | |
|---|---|
| **Symbol** | **Political Party** |
| | |

| *Countries* | |
|---|---|
| **Symbol** | **Country** |
| | |

| *Positions on War and Peace* | |
|---|---|
| **Symbol** | **Position** |
| | |

## NATIONAL FLAG CODE



- *Display the flag from sunrise to sunset.

- *When hanging a flag without a pole, keep the blue field uppermost, to the observer's left.

- *In church, the flag should be at the congregation's right. Fly no flag above it.

- *Raise it briskly, lower it slowly. Never let it touch the ground when lowering or raising.

- *Do not expose it to bad weather.

- *Never cover a speaker's desk with it, but hang it behind him.

- *On Memorial Day and Veterans' Day, half-mast the flag until noon.

- *On a casket, the blue union should be over the left shoulder of the honored dead; it must not be lowered into the grave.

- *Never drape the flag across any vehicle or display it on a float except flying free on a staff.

- *Do not embroider the flag on such articles as cushions or handkerchiefs, print or paint on boxes or use as a costume or athletic uniform.

- *Never use it in advertising.

- *When it is worn or faded, don't throw it away, burn it.

WHEN TO DISPLAY:

Flag Day
Independence Day
Labor Day
Constitution Day
Columbus Day
Veterans' Day
Thanksgiving Day
Christmas Day
New Year's Day
Inauguration Day
Lincoln's Birthday
Washington's Birthday
Armed Forces Day
Easter Sunday
Memorial Day

LESSON TOPIC: Political Beliefs and Attitudes

GRADE LEVEL: Secondary

CONCEPTS: Political beliefs, political attitudes, party preference

TERMS: Democrat, Republican

OBJECTIVES: Students will be able to:

1. List examples of how people form political beliefs and attitudes.
2. Discuss the factors that influence one's political beliefs and attitudes such as family, friends, school, and television
3. Discuss characteristics that predict one's party preference.

MATERIAL: Handout: "Are You a Democrat or a Republican?"

PROCEDURE:

1. Using the brainstorming technique, have students in groups of approximately four make a list of as many examples as possible of how people form political beliefs and attitudes. Examples of possible responses might include: listening and talking with parents; watching political events, reports, and advertisements on t.v.; listening and talking with friends; participating in political discussions in school. After students have worked for about ten minutes, have each group report their list. The teacher should write the examples on the chalkboard.

2. Since the class has discussed the role of the family in forming people's political beliefs and attitudes, it might be interesting for students to predict the party they might identify with in the future based on characteristics of themselves directly related to their family. The teacher should distribute the handout "Are You a Democrat or a Republican?" Have students follow the instructions on the handout. When the students have completed the Handout, have them add up the checks under column A and the checks under column B. Tell them that checks in column A indicate a preference toward the Democratic Party, and checks in column B indicate a preference toward the Republican Party. Students should discuss why they feel these characteristics predict party choice as they do. They should also discuss possible problems in using this type of method to indicate party preference.

## ARE YOU A DEMOCRAT OR A REPUBLICAN?

**Instructions:** For each set of statements put a check mark under the appropriate column. Tally the number of checks in each column at the bottom of the page.

### *Column A*

1. Your family is not above average in wealth

   __________

2. One of your parent's occupation is a manual worker

   __________

3. You are Black

   __________

4. Your parents are non-college graduates

   __________

5. You are Jewish or Roman Catholic

   __________

6. One of your parents belongs to a union

   __________

7. You are of Chicano, Irish, Italian or Polish ancestry

   __________

TOTAL: __________

### *Column B*

1. Your family is above average in wealth

   __________

2. One of your parent's occupation is professional, business, white collar, or farm

   __________

3. You are Caucasian

   __________

4. Your parents are college graduates.

   __________

5. You are Protestant

   __________

6. Neither of your parents belong to a union

   __________

7. You are of Scandinavian, German, Scotch, or English ancestry

   __________

TOTAL: __________

**LESSON TOPIC:** Functions of Political Parties

**GRADE LEVEL:** Secondary

**CONCEPTS:** Political party

**TERMS:** National committee, delegates, convention, nominate, candidate, platform, fund-raising, state committee, elections, charters, bylaws, congressional district committee, county committee, house district committee, precinct committee, grassroots

**OBJECTIVES** Students will be able to:

1. List major functions of political parties in America.
2. Describe the organization of political parties in America.

**MATERIALS:** Handouts: "Political Party Organization," "Georgia's Political Parties," "1979 Platform—Georgia Republican Party," and "Platform, Democratic Party of Georgia," I.C.E. Community Resource Directory.

**PROCEDURE:**

1. Pass out handouts, "Political Party Organization" and "Georgia's Political Parties." Instruct students to get in groups of two or three and 1) read the handout, and b) based on the information listed in the handout, list the major functions of political parties in America.

2. When groups have completed their work, have them report their lists to the class. The teacher should list these political party functions on the chalkboard and discuss them. A few functions that will probably be discussed include fund-raising, supporting candidates, and developing platforms and campaign issues. Handouts "1979 Platform—Georgia Republican Party" and "Platform, Democratic Party of Georgia" can be used to illustrate a party platform.

   Be sure students understand the political parties do NOT run our government.

3. Invite a representative from the Democratic and Republican parties to speak to the class, explaining the activities of the party and the specific work of party members for an upcoming primary or election. Allow each party representative an opportunity to discuss how the parties differ in philosophy and on specific issues.

## POLITICAL PARTY ORGANIZATION

### *National Committee*

Composed of state party delegates; has national convention to nominate party presidential candidate and to write party platform; advises and helps committees in each state; heading this body is the National Chairman who works in presidential campaigns through fundraising, preparing campaign literature, and keeping the party united.

### *State Committee*

Has state conventions or primary elections to select party nominees to national convention; the state party platform, charter and bylaws are developed at the state conventions; plans and directs party activities in the state; maintains a year round organization to promote the image and goals of the party; has fundraisings and supports candidates in their elections.

### *Congressional District Committee*

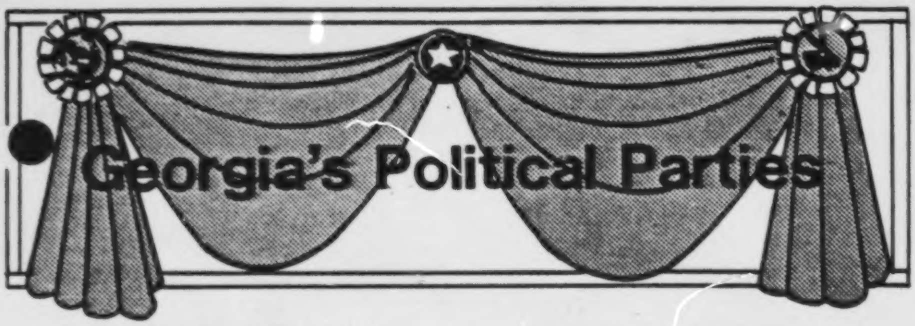
Works in coordinating the state and county committees; supports party candidates in congressional elections.

### *County Committee*

Supports local candidates for elections through fundraisings, etc.; holds conventions to set rules for the operations of the county party, to elect organizational officers, and to select delegates to district and state conventions. Grassroots level of organization for Georgia's Democratic Party.

### *Precinct Committee*

Works at the grassroots level in the organization structure; gets people involved in party activities; works to support all party nominees.



# Georgia's Political Parties

The Democratic Party of Georgia and the Georgia Republican Party are the organizations officially responsible for the affairs of their respective political parties in Georgia. Each state party is registered as such with the Georgia Secretary of State.

To understand the powers and organizations of each state party, it should be recognized that political parties in the United States are not hierarchical. This means that all decisions and policies are not made at the top to flow down through state and local party officials. To be sure, many national party rules of procedure (such as those governing selection of delegates to the national party conventions) may control state and local party machinery. But, lacking strong party discipline, each national party at times seems to be a coalition of the state parties and the various candidates or officeholders who identify with that party. These unite most visibly to support that party's presidential candidate after the national party convention.

Even within the state party, there can be divergent philosophies. In only limited areas does the state party machinery attempt to direct local party organizations and candidates. However, the state party does play an important role in setting party rules, working with local party organizations, administering primaries, supporting party candidates in the general election, raising funds, recruiting new members, and attempting to improve voter education, registration, and turnout.

Until party nominees for the general election are selected, the state party machinery primarily attempts to assure that the primary process is administered fairly. The state party will support no candidate over another candidate in the primary process. However, after the candidates have been selected to represent the party in the general election, the state party actively supports the party's nominees.

## Georgia's Democratic Party

The Democratic Party of Georgia holds its state convention in the fall of each gubernatorial election year. There it adopts party policy and platforms and considers changes in the party's bylaws and charter. This convention is attended by all members of the state committee (described below) plus fifteen delegates and five alternates from each of the 56 state senatorial districts, and two delegates and one alternate from each of the 159 county committees (described below).

The state convention is the highest authority of the Democratic Party in Georgia, with the exception of state law, rules of the State Election Board, and those rules mandated by the National Democratic Party.

It is at this convention that the party's state chairman and other officers are elected. Traditionally, the newly elected governor—who serves as titular head of the state party—indicates his preference for party chairman to convention delegates. They customarily support this choice.

Since state party chairman is not a full-time position, party leaders designate an executive director to head up the party's state headquarters in Atlanta. The executive director, with supporting staff, administers the day-to-day operation and affairs of the Georgia Democratic Party.

General responsibility for the affairs of the party rests with the Democratic State Committee, whose more than 350 members include party officers, congressional district chairmen, five members elected from each of the 56 state senatorial districts, and 30 at-large members ap-

*(continued on p. 6)*

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## What Is A 'Political Party ?'

At the time of the framing of the American constitutional system, there seems to have been a general distrust of political parties, as evidenced in the *Federalist Papers* and the Farewell Address of President Washington. Yet, political parties were to become an integral part of the American political system in spite of the fact that the U.S. Constitution makes no reference to them.

**Social Scientists' Definition**

Social scientists generally view a political party in America—and it should be noted that political parties in other nations have different powers and roles—as a political organization of people who seek to elect members of their party to public office. American political parties—unlike those in some other nations—do not seek to formally control government, do not require ideological conformity of members, and do not possess a broad variety of sanctions to ensure party loyalty.

Each of the two major political parties in this country includes a broad coalition of philosophies and viewpoints, leading some observers at times to suggest that the similarities between Democrats and Republicans are greater than their differences. However, taken as a whole, distinguishable ideological themes can be identified in the two parties' platforms—particularly in the context of individualism versus expanded governmental involvement.

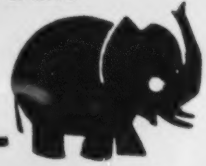
**Legal Definition**

According to the Georgia Election Code (Ga. Code § 34-103),

> The words "political party" or "party" shall mean any political organization which at the preceding (i) gubernatorial election nominated a candidate for Governor, and whose candidate for Governor at such election polled at least twenty per cent of the total vote cast in the State for Governor, or (ii) presidential election nominated a candidate for President of the United States, and whose candidates for presidential electors at such election polled at least twenty per cent of the total vote cast in the Nation for that office.

Source: *Teaching Georgia Government*, March 1980. Reprinted with permission.

# Georgia's Republican Party



In examining the organization of the Republican Party in Georgia, it should be noted that Georgia has traditionally been a one-party (Democratic) state. Only during the past two decades has a continuing, formal party organization been established within the state, though even today there are some counties without strong, local Republican party machinery.

The Republican Party of Georgia holds its state convention in each odd-numbered year. A convention is also held in presidential election years to elect at-large delegates to the Republican National Convention.

The Republican State Convention, when convened, serves as the highest authority for the party, except in matters covered by state law or national party rules. At the convention, party representatives set party policy, consider changes in party rules and bylaws, and elect state officers.

Attending the state convention are delegates elected at Republican county conventions. Their selection is based on a formula whereby each county in Georgia receives one delegate, plus an additional delegate for each 500 votes or major fraction (251 or more) cast for the Republican presidential candidate in the last election.

The state Republican chairman, elected at the state convention, serves as chief executive officer and spokesman for the party. Although party rules make no specific provision for an executive director, this position has been created in previous years to administer the day-to-day operations of state Republican Party headquarters in Atlanta.

Between state conventions, the general governing body of the party is the Republican State Committee, which has all the duties, powers, and privileges of the convention. The state committee consists of 175 members, including state party officers, the national party committeeman and committeewoman, congressional district chairmen, president of the Georgia Federation of Republican Women, chairman of the Young Republican clubs, and 141 delegates from across the state elected at congressional district conventions, with at least one from each district and the remainder allocated according to Republican turnout in the previous election. Republican officeholders of state and federal offices in Georgia serve as nonvoting members of the state committee.

Between meetings of the state committee (which must be held at least once a year), designated party officials and members of the committee serve as the executive committee to act on behalf of the party.

The next level of party organization is the congressional district committee, whose members and officers are selected at the district conventions of the Republican party, attended by delegates selected at the party's county conventions every two years. This committee arranges for the biennial district conventions, resolves party controversies within that district, and performs other functions as prescribed by the state committee.

Exercising jurisdiction and control over party affairs within each county is the party's county committee, whose members and officers are selected at the respective county conventions every two years. Attending the county conventions are delegates selected at "mass meetings" of Republicans in their local voting precincts within a county, held prior to the county conventions.

Responsibility for party affairs at the individual election precinct level rests with the precinct committee, whose members are selected by Republicans attending precinct mass meetings. It is generally at this level (although in some areas of the state it may be at the county level) that grassroot party functions take place: membership and fund-raising drives, party functions, public information, support of Republican candidates in local primaries, etc.

## Georgia's Democratic Party

*(continued from p. 5)*

pointed by the state chairman. Other members are recent Democratic candidates for state elective offices and Congress, the Speaker and Speaker Pro Tem of the House, the President Pro Tem of the Senate, the party leaders and caucus chairmen in both houses, members of the Democratic National Committee, the presidents of the Federated Democratic Women and the Young Democrats, and the chairman of the Democratic state finance council.

The Democratic State Committee meets at least twice a year to oversee party affairs. However, selected members—state party officers, the congressional district chairmen, state finance council chairman, members of the Democratic National Committee from Georgia, and the presidents of the Federated Democratic Women and the Young Democrats of Georgia—are designated to serve as the Democratic State Executive Committee and act on behalf of the state party between meetings of the state committee. Meetings of the executive committee must be held at least four times a year.

The congressional district is the next level of party organization. A congressional district chairman, elected every four years at the state convention, coordinates state party affairs with county committees and affiliated organizations in each of the ten congressional districts of Georgia.

The county committee serves as the basic foundation of the Democratic Party of Georgia. These committees foster local Democratic candidates and activities, including membership and fund-raising drives, meetings of local Democrats, determining of policy positions on local and state (and sometimes national) issues, recruiting of qualified candidates to seek public office, supporting of Democratic candidates in general elections, holding of local party primaries, and voter registration drives.

County committees operate under their own bylaws, rules, and regulations. In many respects, they function autonomously. However, their rules and regulations cannot be in conflict with the charter and bylaws of the state party. Moreover, any action of a local county committee may be rescinded by a two-thirds vote of the membership of the state executive committee.

## Georgia Government Bibliography

Teachers interested in the political process in Georgia may wish to receive the newsletter, *The Georgia Democrat*, published regularly by the Democratic Party of Georgia. This publication notes activities of the party in the state, including upcoming elections, rules changes, and personalities within the Democratic Party.

The Georgia Republican Party announces it will soon be issuing a monthly newsletter, *The Republican*, which wil [illegible] light matters of interest to Georgi [illegible] publicans.

To receive either or both of these publications, contact the state party headquarters.

**Party Headquarters**

Democratic National Committee
1625 Massachusetts Avenue, N.W.
Washington, D.C. 20036

Democratic Party of Georgia
1627 Peachtree Street, N.E.
Suite 306
Atlanta, Georgia 30309

Republican National Committee
310 First Street, S.E.
Washington, D.C. 20003

Republican Party of Georgia
1 Park Place
1900 Emery St., N.W.
Atlanta, Georgia 30318

**Presidential Campaign Headquarters in Georgia**

George Bush Campaign Headquarters
Suite 606
1447 Peachtree St., N.E.
Atlanta, Georgia 30309 404-873-3467

Carter-Mondale Campaign Headquarters
33 Ponce de Leon, N.E.
Atlanta, Georgia 30308 404-881-0790

John Connally Campaign Headquarters
Suite 7013
Perimeter Center East, N.E.
Atlanta, Georgia 30346 404-396-8683

Phil Crane Campaign Headquarters
Suite 14
5269 Buford Highway
Atlanta, Georgia 30340 404-455-4238

Kennedy Campaign Headquarters
181 Peachtree St.
Atlanta, Georgia 30303 404-681-0330

Ronald Reagan Campaign Headquarters
Suite 350
3312 Piedmont Road
Atlanta, Georgia 30305 404-231-3538

# How to Join a Party

**To Join the Democratic Party...**

According to the Democratic Party of Georgia, membership is open to anyone who wishes to support the party, although only registered voters are eligible to hold offices or delegate positions within the party.

Membership and participation is generally through the local county committee. Young adults may also join the Young Democrats of Georgia which has chapters in various cities and colleges around the state. To become actively involved with the Democratic Party, high school students may join, or form, a local Teen Dem group.

The categories of membership are determined by the amount of annual contribution. They are: Active ($0-$14), Supporting ($15-$50), Sustaining ($51-$100), and Patron (more than $100). For information about joining, contact your local county committee.

**To Join the Republican Party...**

Rules of the Republican Party provide that any qualified voter in Georgia who is in accord with the principles of the Republican Party, believes in its declaration of policy, and is in sympathy with its aim and purposes may participate as a member of the party at its conventions or mass meetings.

Membership is generally through local precinct or county organizations, but if none exist, it can be through the congressional district organization. Younger adults may join, or form, local Young Republican Clubs or, if in college, a chapter of College Republicans. High school students may join or form a TAR (Teen Age Republican) chapter.

There is a basic $10 membership fee, paid to the State Republican Party, which entitles one to be placed on the state party's mailing list. Other categories of membership, with the required annual contribution or equivalent include: Sustaining Member ($30), GOP Booster ($60, or recruitment of members who donate at least $180), the 120 Club ($120, or recruitment of members who donate a total of $480), and the Chairman's Club ($1,000 annual contribution, or recruitment of members who donate a total of $1,200).

For information, contact your local precinct or county committee.

**Benefits of Party Membership...**

Both political parties offer similar benefits for official members: the right to speak out, vote, hold party office, and otherwise participate in state and local party affairs; placement on that party's mailing list to receive information about party rules, candidates, voting changes, and other matters; party campaign materials; and a subscription to the party's newsletter. Additionally, party members may be placed on the national party's mailing list and receive invitations to participate in special party functions. Finally, for many, party membership gives a feeling of real involvement in political affairs.

**1980 Georgia Election Schedule**

| | |
|---|---|
| March 11– | Presidential Preference Primary |
| May 28– | Qualifying begins for the August Primary Election for those seeking state or county elective office |
| June 11– | Qualifying ends for August Primary Election |
| July 14– | Last day to register to vote in the August Primary |
| Aug. 12– | Statewide Primary Election |
| Sept. 2– | Primary Runoff |
| Oct. 6– | Last day to register to vote in the November General Election |
| Oct. 14– | Last day for write-in candidate to file |
| Nov. 4– | General Election |
| Nov. 25– | General Election Runoff (if needed) |

**Who Georgians Will Be Voting For in 1980**

| | |
|---|---|
| 1 | U.S. Senator |
| 10 | U.S. Representatives |
| 1 | Public Service Commissioner |
| 2 | Supreme Court Justices |
| 4 | Court of Appeals Judges |
| 55 | Superior Court Judges |
| 36 | District Attorneys |
| 56 | State Senators |
| 180 | State Representatives |

Additionally, Georgia voters will decide:

12 Presidential Electors

A new constitution for the state of Georgia, to be designated the "Constitution of 1980" (see *Capitol Update*), and selected local constitutional amendments.

Many elected county officials and justices of the peace.

# The Role of the Voter Registrar

*Our democratic theory of government presumes that all citizens will have an equal opportunity to register to vote, and to cast that vote in an impartial and fairly administered election. One of the people we depend upon to maintain the integrity of this process is the local voter registrar.*

Another group of people besides the candidates and their campaign workers keep busy at election time. These are the *voter registrars* who are in charge of voter registration. Following regulations of the Georgia Election Code and State Election Board Rules, registrars handle their duties in the same way throughout the state regardless of how many or how few voters are involved.

Voter registrars are appointed to office by the person or board responsible for supervising elections in their district. In some counties (Clarke County is one of these), the election process is under the direction of a board of elections. In others, the county probate judge serves as superintendent of elections. In either case, a chief registrar and two to four deputy registrars are appointed to handle the election process from the time a person registers to vote until that vote is cast, counted, and certified to the secretary of state.

To register, the prospective voter fills out a voter registration card, giving complete name, details of address, date and place of birth, height, race, mother's maiden name, and father's name. In addition, the voter indicates on the card if assistance in voting will be required and swears (or affirms) that the voting qualifications (age, residence, etc.) have been met. The deputy registrar witnesses the signature on the card and the name is added to the list of qualified voters so when the first-time voter shows up at the right polling place, his or her name is on the list. If the voter has been previously registered elsewhere, the registrar sends a notice to the other election district requesting cancellation of the previous registration.

The heart of the voter registrar's office, of course, is the up-to-date electors' list which is maintained by adding newly-registered voters, removing the names of those who die, move away or lose their voting rights (through conviction of certain crimes, or being declared insane), and correcting the addresses of those who move within the county. Also, if a voter does not vote during a period of three consecutive years, that voter's name is removed from the list.

Elections involve more than the registration of voters and keeping of voter lists. Election districts must be determined and polling places set. Ballots or ballot labels for voting machines must be prepared and printed as well as sample ballots and absentee ballots. Nomination petitions are received and verified, and legal notices regarding the election must be published. The polling places, once arranged for, must be supplied with election equipment, and staffed by poll officials (instructed in their duties by the registrars).

The regulations governing elections in Georgia fill 250 pages and cover every voting situation from absentee ballots to write-in votes. It must be obvious then that this is only a brief outline of the Georgia election process.

To better understand how democratic theory is translated into practice, and how the complex electoral process is set in motion, you might invite the local voter registrar to your classroom.

### GEORGIA VOTER REQUIREMENTS

To register to vote in county, state, and national elections in Georgia (including party primaries and special elections), you must meet the following qualifications:

1. A citizen of the United States and Georgia;
2. At least 17½ years of age (though you cannot vote until you reach 18);
3. A resident of Georgia and of the county in which you will vote;
4. Not convicted of a felony (unless pardoned) nor judged insane.

To register to vote in municipal elections, you must meet the same qualifications, except be a resident of the city in which you will vote. Deadline for registering to vote in primaries and elections is thirty days before the election. Deadline for called special elections is five days following the call.

## *Should Party Primary Registration Be Required?*

Unlike some states, Georgia does not require party registration to vote in party primaries. To vote in either the Democratic or the Republican primary in Georgia, a voter may simply walk into the polls on primary election day, and if properly registered, vote in either—but only one—primary by merely asking for a Democratic or Republican ballot. You do not have to register ahead of time with either party; you do not have to be a member of either party; you do not have to sign a pledge to support that party's candidates in the general election; and, thereafter, you will not be labeled as a Democrat or Republican by virtue of which primary you voted in. (It should be noted, however, that if a run-off primary is required, only those who voted in the primary of that party along with voters who did not vote in either primary may subsequently vote in the run-off).

Some people feel that only registered party members—or at least those who are willing to pledge to support the nominee of the party in the subsequent general election—should be able to participate in the primary, which is essentially a party election. Critics of Georgia's current procedure, called an "open primary," further charge that voters of one party sometimes decide to cross over and vote in the other party's primary to try to elect the weakest candidate to face their own party's nominee in the general election.

Supporters of our present system, however, suggest that Georgia has traditionally been a one-party state, where the primary was essentially *the* election and the candidates nominated in that party's primary were virtually assured of winning the office. Moreover, they suggest that many voters would rather vote for the person than for the party. It would, therefore, be unfair to make these voters register as "Independents," and thus be unable to participate in either party's primary.

Many more reasons can be debated for and against the idea of party registration. Ask your students what they think on this issue.

# 1979 PLATFORM
# GEORGIA REPUBLICAN PARTY

## AGRICULTURE

Republicans of Georgia recognize that agriculture is a prime importance to the prosperity and growth of this state. Republicans also recognize that agriculture is not only the largest industry in Georgia, the largest producer of new wealth, but also the major contributor of tax revenue in the state.

We recognize the importance of the family farm to Georgians and to future generations of Georgians.

We recognize that the control of harmful weeds and insects is necessary to the continued economic well being of our agricultural economy. We urge state and national agencies to allow speedy development and use of effective means for the control of harmful weeds and insects.

Restrictions and regulations on the transportation industry, which cause increases in consumer prices, should be eliminated.

The Georgia Republican Party will support legislation to control pollution in such a manner as to complement the efforts of all individual Georgians without imposing unreasonable restrictions upon our agricultural economy.

Ownership of private property is a constitutional guarantee and we oppose any infringements upon that right.

*Tax on farm land:* We support ad valorem taxation of farm land based on its present use rather than its potential use for other purposes.

## EDUCATION

1. The Georgia Republican Party is dedicated to the principle of quality educational opportunities for all persons.
2. We support improved pay levels for professional classroom teachers.
3. We support legislation making bargaining by teachers and other public employees contrary to the law.
4. Schools should be administered locally, by locally elected or appointed boards.
5. The Georgia Republican Party strongly supports the concept of providing basic skills in the fundamental subjects for all students.
6. The Georgia Republican Party supports adequate funding for vocational education in the State.
7. The Georgia Republican Party supports the concept of career education for all Georgia citizens. Career education is the collaboration between the educational systems and business, industry and labor.
8. The Georgia Republican Party supports a strong Board of Regents to insure excellence in the state higher education system.

Source: Georgia Republican Party

## LABOR AND INDUSTRY

The primary concern and goal of the Republican Party of Georgia is the well-being of this state and its people. This can be attained only by a sound economy resulting from a free and creative people.

We recognize that labor and industry must work together if this goal is to be realized.

All Georgians are entitled to have the opportunity to earn adequate incomes and to work reasonable hours.

We support the further development of all industries which are consistent with our position on the proper utilization and conservation of natural resources.

We urge the General Assembly to continue tax incentives to expand small business and industry in Georgia and provide private sector job opportunities. Government employment programs should be constantly reviewed and restricted to those services which cannot be provided by the private sector.

The Georgia Republican Party supports recreation and tourism industries.

We support equal opportunity and responsibilities for all citizens in this state.

## LOCAL GOVERNMENT

Government should only do for the people what they cannot do for themselves, that which should be done.

City and county governments should be allowed to resolve all local problems.

Neither the Congress nor the General Assembly should mandate services to local government.

The rights of individuals to vote for local government tax issues and officials is fundamental. We are opposed to the erosion of local authority by state, regional or federal governments and recommend restoration of control to the local level.

## ECONOMY

The combined impact of inflation and shortages make us aware that our economy is on trial. If our free economic system is to survive, it must work. There must be job availability and the worth of the dollar must be stabilized. Young people, fixed income retirees, minorities from a vast portion of our citizenry, a mass which is questioning the basic premises of our institutions.

We call on the national government to combat inflation by reduction in federal spending, with the ultimate goal being a balanced budget; reduction in government regulation; elimination of waste and duplication; meaningful tax cuts; and encouragement of business expansion, to provide more permanent jobs.

## ENERGY

We urge the Congress to adopt the proper legislation to return all energy industries to the free enterprise system by eliminating all unnecessary and restrictive controls placed upon those industries by the various federal bureaus. This will provide all the energy of every kind this country will need in the future.

This can be cone consistent with ecological objectives if the people and technological resources are marshalled to face this crisis.

## SALT II
## AND NATIONAL DEFENSE

We question the ability of the United States to monitor U.S.S.R. arms production and urge the strengthening of our intelligence capability before signing further arms limitations treaties.
Peace in the world and preservation of our freedom is dependent upon America maintaining military strength and preparedness. We urge that a constant effort be made to reduce waste and inefficiencies in our military system, yet we are willing to provide adequate funding and sacrifice as required to maintain unquestioned military preparedness for any challenges.

## HEALTH CARE

We should vigorously oppose any attempt on the part of Congress to implement National Health Insurance—in the fear that it would bankrupt the U.S. economy and lead to a proliferation of the already bloated federal bureaucracy.

## CRIME

Increases in the national crime rate and in illegal drug traffic, and a general disregard for law and order are threatening the security of this nation. We urge an emphasis on personal responsibility and accountability for criminal acts.

## STATES' RIGHTS

Under our federal system, it is important that the prerogatives of the states be jealously guarded against further encroachment by the federal government.

The Tenth Amendment of the United States Constitution guarantees the sovereignty of the states in all matters not specifically delegated to the federal government and we shall continue to oppose the usurpation of states' rights by the federal government.

## CONSTITUTIONAL AMEMDMENT TO BALANCE THE BUDGET

We support a constitutional amendment requiring a balanced budget, except in a national emergency as declared by Congress.

## NATURAL RESOURCES

The Georgia Republican Party recognizes the tremendous heritage in Georgia's natural mineral, water and forest resources. We believe this natural heritage should be developed rationally for the benefit of the people of Georgia.

The Georgia Republican Party recognizes that irrigation water is essential to the agricultural industry.

We also recognize the vital importance of water in the development of energy, flood control, industry and recreation and we willwork for a political climate favorable to the balanced development of these interests.

We believe our valuable forest resources, both private and public, should be managed on a sustained yield basis for the benefits of present and future generations.

We believe the exploration for, and production of, nonrenewable resources are basic elements of Georgia's economy.

We strongly encourage the development of Georgia's abundant renewable energy resources such as water, solar, wind, waste, gasification, and gasahol and urge that research continue to develop alternative systems.

## STATE ADMINISTRATION

The Georgia Republican Party opposes any nonessential expansion expansion of state government services or functions and recommends budget savings, with the goal of establishing and maintaining balanced budgets, by curtailing growth of government.

Efficiency and economy should be accomplished through fair and just attrition of nonessential state administrative activities.

### State Employees

We advocate a fair and equitable statewide merit and classification system for state employees.

We deplore "cronyism" in government contracts and in all branches of state government.

### State Institutions

We support the concept of deinstitutionalization, for it has considerable merit; however, we believe this approach should continue to be subject to careful scrutiny, to insure that from infants to the elderly are getting proper care and that the community facilities are adequate and state funded.

## TAXATION AND INFLATION

The Georgia Republican Party believes that the method of taxation in Georgia is not fair and equitable. We advocate a general tax reform. We further believe that irresponsible spending by government at all levels and deficit spending at the federal level, is primarily responsible for rising interest rates and inflation, and directly responsible for ever-increasing taxes. Government-created inflation is demoralizing to all working people and is cruelest to senior citizens and others attempting to live on fixed incomes. We believe that all levels of government have the responsibility for funding their own programs and should not mandate upon other government jurisdictions the burden of increasing taxes in order to free themselves from their financial obligations.

We support measures to limit the size of government and to require two-thirds vote for any tax increase in the General Assembly.

# 1979 PLATFORM
# DEMOCRATIC PARTY OF GEORGIA

## PREAMBLE

Upon a solid base of prior commitments kept and promises fulfilled, the Democratic Party of Georgia offers the people of Georgia a platform for a new administration. The nominees of this party have the governmental experience to formulate sound policy and the administrative expertise to translate that policy into reality. This platform identifies what will be the major areas of emphasis in a Democratic program of solid progress during the next four (4) years.

## EDUCATION

In spite of the effort, energy and money that has been put into education in Georgia in recent years, our educational needs have intensified and we face a continuing crisis in education. The Democratic Party will meet that challenge by providing sound, competent and responsible leadership. We pledge:

> To take steps to continue to reduce the teacher-pupil ratio to realistic and workable levels which will enhance the quality of education.
>
> To provide salaries for classroom teachers which equal at least the median salary of teachers nationally and to keep Georgia teachers' salaries nationally competitive.
>
> To fully carry out a system under which Georgia's teachers are paid on the basis of experience and educational qualifications under an equitable salary index system.
>
> To fully implement a statewide kindergarten system in Georgia.
>
> To provide sufficient funding on an annual basis for needed capital construction and renovation within the entire educational system.
>
> To extend challenging academic, vocational and technical educational opportunities to all students.
>
> To support a public library system which will insure opportunities for introductory programs for pre-school children, continuing education for the out-of-school citizen, supplementary support for Georgia's in-school population and information resources for business and industry.
>
> To examine existing programs in the budget of the Department of Education in an effort to eliminate any ineffective or irrevelant programs in order to free funds for the above planks.

## ECONOMIC DEVELOPMENT

The new administration will maintain its strong program to develop fully Georgia's economic resources. We pledge to continue:

> To develop the industrial potential of Georgia through intensive industrial recruitment consonant with carefully balanced environmental needs.
>
> To promote fully tourism as a major industry in the state by increasing efforts to bring tourists to the many scenic, recreational and historic sites in Georgia.
>
> To recognize the fundamental role which agriculture and forestry comprise in Georgia's economy and to work closely with the leadership of agribusiness and forestry to develop new markets and research programs.

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Source: Georgia Democratic Party

## FULL EMPLOYMENT

The next administration should display concern for human dignity and freedom and should transform this concern into an increase of the economic opportunities for all our citizens and a reduction of the economic deprivation and inequities that have stained the record of American democracy.

Too many of Georgia's citizens are unemployed. Unemployment represents mental anxiety, fear of harassment over unpaid bills, idle hours, loss of self-esteem, strained family relationships, deprivation of children and youth, alcoholism, drug abuse and crime. A job is a key measure of a person's place in society—whether as a full fledged participant or on the outside. Jobs are the solution to poverty, hunger and other basic needs of workers and their families. Jobs enable a person to translate legal rights of equality into reality.

## CONSUMER RIGHTS

In view of the continuing push by some unscrupulous and irresponsible individuals and groups to prey upon or act insensitively toward consumers, we believe there must be an expansion of efforts to pass responsible legislative measures to protect consumers and penalize the careless or uncaring in the business community. We pledge therefore:

To strengthen the Governor's Office of Consumer Affairs in its efforts to protect the unwary from businesses that take unfair advantage of the buying public.

To increase the consuming public's representation before regulatory agencies in cases such as utility rate proceedings that directly affect pocketbooks.

## CRIME

Our Society is confronted daily with street crime, drug abuse, and other violations of law that have disturbed the peace of our communities and destroyed the property, happiness, and even the lives of many of our citizens. The growth of crime in Georgia must be checked and controlled through effective planning and a well coordinated criminal justice system, therefore, we pledge:

To increase confidence in our criminal justice system by insuring that detection, conviction and punishment of lawbreakers is swift and sure; that our criminal justice system is just and efficient; and that jobs, decent housing and educational opportunities will be provided as a real alternative to crime to those who suffer enforced poverty and injustice.

To seek vigorous prosecution and punishment of all criminal activities including corporate crime, consumer fraud and deception.

To support programs to combat child abuse and crimes against the elderly.

To support application of the law with a balanced and fair hand by a judiciary that renders equal justice for all.

To support a more effective corrections system with sound rehabilitation programs and also the extension of authority to the courts to use methods of punishment other than confinement as a means of punishment and rehabilitation of those who have committed nonviolent crimes.

To support a system where criminals make restitution to victims when feasible.

To meet the challenge of drug abuse through the continuation and upgrading of existing drug education programs, treatment centers and other programs with strong emphasis on efforts to save young drug abusers.

To increase efforts to combat organized crime.

## ENVIRONMENT

We must carefully balance environmental needs with the necessity for continued economic growth and human progress and approach our environmental problems in a planned, comprehensive way. The administration will maintain a responsible environmental and resource management program. We pledge:

> To preserve the significant and irreplaceable aspects of Georgia's historic, cultural and natural legacy.
>
> To properly manage the fish and wildlife resources of the State and to provide sufficient opportunities for hunting and fishing to the people of Georgia.
>
> To minimize pollution of our air and water and to protect our mineral resources through a cooperative program of public and private action.
>
> To provide a program of education for the citizens of Georgia in the fields of environment, natural resources and energy conservation.
>
> To forward the program of outdoor recreation and open space opportunities in urban and rural areas and to conserve Georgia's magnificent scenic and wilderness areas.
>
> To further develop the study of surface and ground water in the State to assure that this vital resource is available as needed for recreational, agricultural and industrial use in an equitable manner for generations to come.

## ETHICS

Under our form of government, candidates for public office should be held to the highest standards of ethical responsibility. Accordingly, we support the principle of openness in campaigning for public office and urge that the Campaign and Financial Disclosure Act, which requires public reporting of campaign contributions and expenditures by each candidate, also apply to committees on referendums and other legislative questions.

Similar legislation should be enacted mandating financial disclosure using a percentage of sources from which income is derived by all persons in this state while holding public office.

## HEALTH AND WELFARE

The next Administration will implement changes within the Department of Human Resources which will result in improvements in the delivery of Health and Welfare services.

It will have a responsibility of seeking alternative solutions to the inequitable system of public assistance. Existing welfare programs encourage family instability. They have few if any meaningful work incentives. They do little or nothing for the working poor on substandard income. The patchwork of State and Local programs encourages unfair variations in benefits levels and benefits levels in Georgia are well below the standards for even lowest-income budgets.

It must be clearly understood that the legal recipient of the welfare benefits suffer as well as the citizens who pay for the benefits. As a corollary, the next administration must stringently enforce eligibility requirements for public assistance in order to crack down on any able-bodied persons who would defraud the taxpayers with false claims for assistance.

## TAXES AND FISCAL RESPONSIBILITY

We pledge ourselves to push for adoption of a fair and equitable system of taxation in Georgia. A system that will more evenly balance taxes among citizens of this state.

However, the Democratic Party of Georgia realizes that no tax system can be considered fair that places too great a burden upon the people.

## YOUTH

There are a great number of politically active young adults (both in organized groups and individuals) in the State of Georgia. We feel that the upcoming administration should assume an affirmative posture toward recruiting young people into politics and government; we also urge the Governor to appoint young people to State Boards and Commissions, especially those in which young people are directly affected.

## CONSTITUTIONAL REVISION

We support the continued revision of the Constitution of Georgia on an article by article basis with the objective of adopting during the next four years a completely revised, modern, more flexible state constitution.

## HUMAN AND CIVIL RIGHTS

This administration must work to achieve a just and healthy society that will enhance respect and trust in our institutions. It must insure that all citizens are treated equally before the law and given the opportunity, regardless of race, color, sex, religion, age, language, national origin or handicap, to participate fully in the economic, social and political processes and to vindicate their legal and constitutional rights.

This administration must seek ratification of the Equal Rights Amendment, to insure that sex discrimination in all its forms will be ended.

## VOTER PARTICIPATION

To insure that government shall be accountable to the people of this state:

> To this end the Democratic Party of Georgia shall work with the appropriate legislative and administrative bodies to make it possible for people living in outlying, rural areas to have opportunities to register at times and places convenient to them. We shall also stress not only the need to register, but also the need to vote.
>
> The right to vote is one of the bulwarks of a free society and this right should not be surrendered so casually by so many of our citizens.
>
> This party shall do all in its power to reawaken in the hearts of the people of this state a desire to participate in government through the electoral process.

## PUBLIC INITIATIVE
### (Minority Report)

While we believe in the representative form of government we enjoy, we also believe there needs to be added checks and balances for the people should normal channels of representation fail or if response to the will of the people is too slow. Increased citizen participation and more direct action of, for and by the people is possible in Georgia through referendum and recall procedures. We believe that a public initiative procedure, resting on the fundamental belief that the people are sufficiently intelligent, discerning and capable of governing themselves should be another tool accessible to Georgia voters who feel the need to be heard from in a more direct way.

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# CONCLUSION

Rural and urban Georgians have common interests and common goals. No part of Georgia can reach its full potential unless all parts of Georgia have stable, responsible, effective State Government serving all Georgians and their needs. We pledge an administration of hard work and harmony which will be dedicated to serving the interest of every Georgian.

LESSON TOPIC: Voter Registration

GRADE LEVEL: Secondary

CONCEPTS: Voter registration

TERMS: Resident, primary, election, absentee registration, literacy tests, Voting Rights Act

OBJECTIVE: Students will be able to:

1. Discuss qualifications for voter registration, registration locations, deadlines for registration, change of voter's residence, and absentee registration.
2. Participate in "The Registration Game."
3. Discuss the use of literacy tests as a requirement for voter registration.

MATERIALS: Handout: "Registration to Vote in Georgia." Transparency masters: "Registration Card" and "Absentee Registration Card."

Optional resources: *Making Your Vote Count*, by Mary Hepburn, Institute of Government, University of Georgia, 1976; and *American Political Behavior*, revised edition, by Howard Mehlinger and John Patrick, Ginn and Company, 1977.

PROCEDURES:

1. Using Handout, "Registration to Vote in Georgia" and Transparencies, "Registration Card" and "Absentee Registration Card," discuss qualifications for voter registration, registration locations, deadlines for registration, change of voter's residence, and absentee registration. By examining the transparencies, students should identify information provided and questions asked on the forms. If *Making Your Vote Count* is available, have students read chapter two "Getting Into the Act," pages 13—18.
2. Have students play "The Registration Game." The game and instructions are found in *Making Your Vote Count*, pages 23—24. At the conclusion of the game, the students should discuss what they learned from the activity.
3. Explain to the students that literacy tests are no longer required for voter registration. Literacy tests were originally adopted for the purpose of preventing people who could not understand English from voting. The test varied from state to state. Some just tested one's ability to read, others one's ability to read, write, and understand printed material (usually excerpts from a constitution). In many cases the test was administered improperly and often it was used to prevent blacks from voting.

The Voting Rights Act of 1965 stopped the use of literacy tests in those states where there was an obvious case of racial discrimination in voting. In the 1970 Amendment to the Voting Rights Act, Congress halted the use of these tests in all states until 1975. Later, the date was extended to August 6, 1985. Since a major reason for stopping the test was to prevent racial discrimination, the U.S. Supreme Court upheld the fact that the law applied to all elections—not only federal, but also state and local ones. If students have *American Political Behavior*, 1977, they should refer to page 216 which illustrates by means of a bar graph the effect of the Voting Rights Act on registration of blacks.

## Registration to Vote in Georgia

1. Qualifications for voter registration

    a. Citizen of Georgia and the U.S.
    b. At least 17½ years of age (though you cannot vote until you reach 18)
    c. Resident of Georgia
    d. Resident of County where one wants to vote
    e. If person has been convicted of treason, embezzlement of public funds, malfeasance in office, bribery or larceny, or crime involving moral turpitude punishable by penitentiary imprisonment, that person must have been pardoned
    f. Shall not be adjudicated idiot or insane

2. Registration locations

    a. Registrar's Office
    b. Public or private high schools and area vocational schools—principals, assistant principals, and/or directors of these schools are deputies to the Board of Registrars for the purpose of registering enrolled students or school employees who are qualified applicants
    c. Other locations that have been officially approved

3. Deadlines for registration

    a. For the Presidential Preference Primary, general primary and general election applications for registration must be made thirty days in advance of the primary or election.
    b. For a special primary election the Registrar will not make applications for persons desiring to register to vote after the fifth day following the call for the special primary or election.

4. Change of voter's residence

    a. If moving from another state or another county in this state, one must apply in Registrar's Office of the county where one presently resides thirty days in advance of the primary or election.
    b. If moving residence within same county, one should notify the Registrar's office thirty days prior to the primary or election.
    c. If one moves within the county, one can vote at the old polling place one time even if the move took place more than 30 days prior to the primary or election.
    d. If one moves from one county to another within the thirty day time period, the person may vote where he is registered instead of his new location.
    e. If one moves to another state within thirty days before an election for President and Vice-President and thus does not meet the new state's registration requirements, one shall vote either in this state if he satisfied as of the date of his change of address the requirements or by absentee ballot if he satisfies the requirements for absentee voting taking the exception of his nonresident status and reason for absence.
    f. Upon receiving an application for registration from a person who has moved from another state or county, the Registrar's Office will send to the office of the person's previous voting residence a registration cancellation certificate removing one's name from the previous list.

5. Absentee registration

    a. If Georgia resident is qualified to vote by absentee ballot, he may register to vote by absentee registration.
    b. Either the applicant or a close relative eighteen years or older can apply in writing to the Registrar's Office for a registration form to be mailed; upon receipt of the application the office will mail the blank registration card which should be filled out and returned to the office. When the card has been completed and returned by the absentee applicant, the person's name will be added to the proper electors list.

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## QUALIFICATIONS FOR REGISTRATION

1. A citizen of the United States
2. A resident of the State of Georgia
3. A resident of this County
4. At least 17½ years of age (18 years old to vote)
5. Not adjudicated idiot or insane
6. Not convicted of a disqualifying crime, or if so convicted, have been pardoned
7. Possessed of all other qualifications prescribed by law

## CANCELLATION OF PREVIOUS REGISTRATION

Date: ____________________

I hereby certify ____________________ (Name of Elector) has properly registered to vote in the County of ____________________ of the State of Georgia on ____________________ (Month) (Day) (Year) and therefore requests that his name be removed from the list of registered voters in your County.

Elector's Date of Birth: ____________________

Last Registration Address: ____________________

____________________ (City) (County) (State) (Zip)

Last Polling Place (if known): ____________________

Social Security Number (if known): ____________________

This __________ day of ____________________, 19____.

____________________ Chief Registrar

____________________ County

## FOR CHANGE OF NAME OR ADDRESS

ARE YOU PRESENTLY REGISTERED WITHIN THIS COUNTY?

If YES, complete the following, plus entire registration card.

NAME as registered ____________________

ADDRESS as registered ____________________ Number Street Apt.

____________________ City County State Zip Code

Nº 00051 A

(For Office Use)

## REGISTRATION CARD

PLEASE PRINT OR TYPE

ELECTION DISTRICT

(For Office Use)

Date: Month Day Year

Name: Last First Middle or Initial Maiden

Residence Address: Apt.

Town or City County State Zip Code

Place of Birth: City County State Date of Birth: Mo. Day Yr.

Sex: Height: Race: S.S. No.: ____________________ (if known) Mother's Maiden Name:

Father's Name:

Will assistance in Voting be required in the manner permitted in Section 34-1312? Yes ☐ No ☐

FOR OFFICE USE ONLY

NAME OR ADDRESS CHANGES

| POLLING PLACE | NAME OR ADDRESS | ZIP CODE | DATE | CLERK |
|---|---|---|---|---|
| | | | | |
| | | | | |

VOTING RECORD:

| Year | 78 | 79 | 80 | 81 | 82 | 83 | 84 | 85 | 86 | 87 | 88 | 89 | 90 | 91 | 92 | 93 | 94 | 95 | 96 | 97 | 98 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Pres. Pref. Prim. | | | | | | | | | | | | | | | | | | | | | |
| Primary | | | | | | | | | | | | | | | | | | | | | |
| Primary Runoff | | | | | | | | | | | | | | | | | | | | | |
| General | | | | | | | | | | | | | | | | | | | | | |
| General Runoff | | | | | | | | | | | | | | | | | | | | | |
| Special | | | | | | | | | | | | | | | | | | | | | |
| Special Runoff | | | | | | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | | | | | | |

## QUALIFICATIONS FOR REGISTRATION

1. A citizen of the United States
2. A resident of the State of Georgia
3. A resident of this County
4. At least 17½ years of age (18 years old to vote)
5. Not adjudicated idiot or insane
6. Not convicted of a disqualifying crime, or if so convicted, have been pardoned
7. Possessed of all other qualifications prescribed by law

## CANCELLATION OF PREVIOUS REGISTRATION

Date: ____________________

I hereby certify ______________________ (Name of Elector) has properly registered to vote in the County of ______________________ of the State of Georgia on ______________ (Month) (Day) (Year) and therefore requests that his name be removed from the list of registered voters in your County.

Elector's Date of Birth: ____________________

Last Registration Address: ____________________

____________________ (City) (County) (State) (Zip)

Last Polling Place (if known): ____________________

Social Security Number (if known): ____________________

This ________ day of ______________, 19____.

____________________ Chief Registrar

____________________ County

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## FOR CHANGE OF NAME OR ADDRESS

ARE YOU PRESENTLY REGISTERED WITHIN THIS COUNTY?

If YES, complete the following, plus entire registration card.

NAME as registered ____________________

ADDRESS as registered ____________________ Number Street Apt.

____________________ City County State Zip Code

---

No 245056

(For Office Use)

## ABSENTEE REGISTRATION CARD

PLEASE PRINT OR TYPE

ELECTION DISTRICT

(For Office Use)

Date: Month Day Year

Name: Last First Middle or Initial Maiden

Residence Address: Apt.

Town or City County State Zip Code

Place of Birth: City County State Date of Birth: Mo. Day Yr.

Sex: Height: Race: S.S. No.: ____________ (If known) Mother's Maiden Name:

Father's Name: Will assistance in Voting be required in the manner permitted in Section 34-1312? Yes ☐ No ☐

FOR OFFICE USE ONLY

| NAME OR ADDRESS CHANGES | | | | |
|---|---|---|---|---|
| POLLING PLACE | NAME OR ADDRESS | ZIP CODE | DATE | CLERK |
| | | | | |
| | | | | |

VOTING RECORD:

| Year | 78 | 79 | 80 | 81 | 82 | 83 | 84 | 85 | 86 | 87 | 88 | 89 | 90 | 91 | 92 | 93 | 94 | 95 | 96 | 97 | 98 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Pres. Pref. Prim. | | | | | | | | | | | | | | | | | | | | | |
| Primary | | | | | | | | | | | | | | | | | | | | | |
| Primary Runoff | | | | | | | | | | | | | | | | | | | | | |
| General | | | | | | | | | | | | | | | | | | | | | |
| General Runoff | | | | | | | | | | | | | | | | | | | | | |
| Special | | | | | | | | | | | | | | | | | | | | | |
| Special Runoff | | | | | | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | | | | | | |

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**LESSON TOPIC:** Absentee Voting

**GRADE LEVEL:** Secondary

**CONCEPTS:** Absentee voting

**TERMS:** Absentee ballot, primary election

**OBJECTIVES:** Students will be able to:

1. Decide the solution to a voting problem using the decision making diagram.
2. Explain the procedures to follow in absentee ballot voting.

**MATERIALS:** Handouts: "Decision Making" and "Absentee Voting." Transparency master: "Application for Official Absentee Ballot." *ICE Community Resource Directory.*

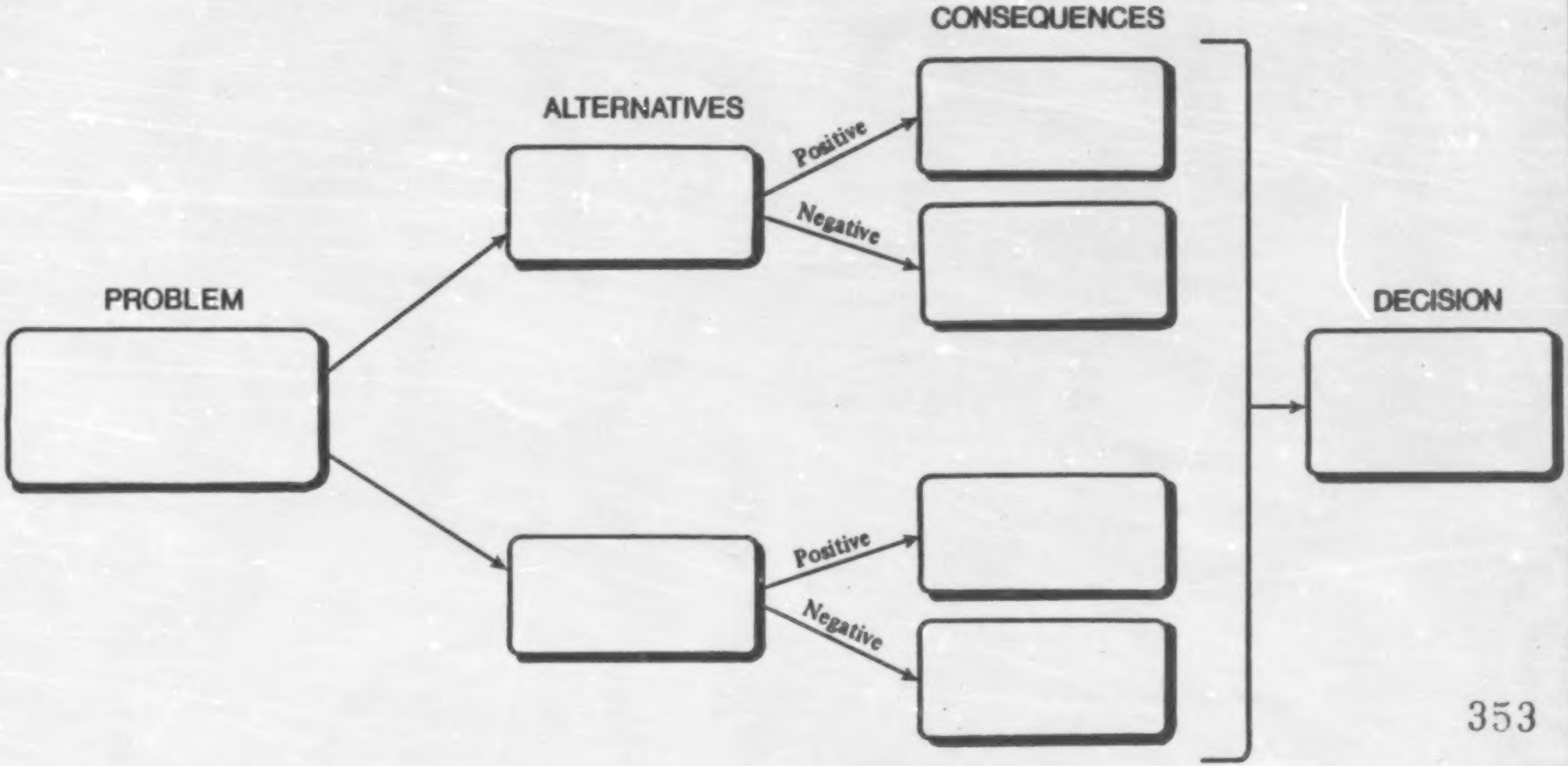
**PROCEDURE:**

1. Read the following situation to the class: Jim is eighteen years old and November 4th will be his first opportunity to vote for the President of the United States. But Jim has a major complication—his family is going to Washington, D.C., the week of November 2nd. He does not have to go on the trip, but he has really been looking forward to it. His father can only take that particular week off—his boss has given him no choice. What should Jim do?

2. Using the decision making diagram, tell students to solve Jim's problem. Distribute handout "Decision Making." Explain to the students how the diagram should be used. It would probably be best to work through the decision making model using a problem different from the one described above. Show the students where to write the problem; then instruct them to think through and list all possible alternatives (if there are more than two alternatives, extra blocks will have to be drawn). Next indicate where the positive and negative consequences of each alternative should be listed. Then the student should review the consequences of each alternative and decide which alternative is most desirable, writing it in the last block. Students divide into groups of two or four to complete the handout. Go around to each group to provide guidance and information. If students ask for information on absentee voting, give handout "Absentee Voting" to them. When groups have completed the assignment, discuss the decisions of the groups. If any groups decided to vote by absentee ballot, have them explain the procedure to the other students. For those who have not yet received the handout "Absentee Voting," distribute it at this time. Be sure students understand this handout. For those groups that may not have thought about the alternative of absentee voting, this would be a good opportunity for the teacher to discuss the need to gather as much information as possible before making a decision.

3. A guest speaker who deals with voting and elections selected from the *Community Resource Directory* could be invited to the class to discuss absentee voting, etc.

# Decision Making


CONSEQUENCES
ALTERNATIVES
Positive
Negative
PROBLEM
DECISION
Positive
Negative

Enlarge diagram if additional alternatives or consequences are needed.

## Absentee Voting

1. Situations to vote by absentee ballot
    - a. If required to be absent from election district all day on the day of the primary or election
    - b. If performing any of the official acts or duties described in the Georgia Election Code in connection with the primary or election in which one desires to vote
    - c. If unable to vote because of physical disability
    - d. If unable to vote because of a religious holiday
2. Application for Absentee Ballot
    - a. Can be made in writing by mail or in person in Registrar's office
    - b. If out of county, can be made by close relative 18 years or older
3. Deadline Dates
    - a. Earliest date to apply for an absentee ballot is ninety days prior to the primary or election
    - b. Latest date to apply varies
        1. If lives over 300 miles from Registrar's office must mail application so that it is received before five days before primary or election
        2. If lives within 300 miles from Registrar's office must mail application so that it is received before the day prior to the primary or election
        3. Can go to Registrar's office in person on the day prior to the primary or election, make a written application, and vote at that time.
    - c. An absentee ballot is not counted if received in the Registrar's office after 7:00 p.m. on the day of the primary or election
4. Application for Absentee Ballot in Person
    - a. If ballots are printed at the time of applying in person, the person must vote in the Registrar's office at that time
    - b. If ballots are not printed at the time of applying in person, the ballot will be mailed to the person

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# APPLICATION FOR OFFICIAL ABSENTEE BALLOT

**BOARD OF REGISTRARS**

________________________ COUNTY, GEORGIA DATE____________

**Note: Each voter must make his own application unless residing temporarily out of the County. A disabled or illiterate voter may receive assistance.**

I will be unable to vote in person in the following Primary, Election, or Runoff:

_____________________________________________ ☐ **DEMOCRATIC**

(Specify Primary, Election, or Runoff and Date. If requesting Primary Ballot, designate Political Party by checking appropriate square.) ☐ **REPUBLICAN**

A separate application for each Primary, Primary Runoff, Election, or Election Runoff must be made by each absentee elector not more than ninety days prior to the date of the Primary, Primary Runoff, Election, or Election Runoff, respectively, except that a member of the Armed Forces or Merchant Marines of the United States living outside the County in which said election is held, or a spouse or dependent residing with or accompanying said member, may make one application and receive an absentee ballot for the General Primary, General Primary Runoff, General Election and any Runoff resulting therefrom; however, such elector must make a separate application for a ballot for the Presidential Preference Primary and for any Special Primary or Special Election.

I hereby make application for an absentee ballot for the reason checked below:

- ☐ I am required to be absent from my Election District all day on Primary or Election Day. (7:00 A.M. to 7:00 P.M.)
- ☐ I am unable to vote in person because of a physical disability.
- ☐ I am an Election Official who will perform official acts or duties in connection with the Primary or Election.
- ☐ I will be unable to be present at the polls because the date of the primary or election falls on a religious holiday which I observe.

**PLEASE PRINT**

_____________________________________________

(Name as Registered)

_____________________________________________

(Address as Registered)

_____________________________________________

(City) (State) (Zip)

DATE OF BIRTH________________ MOTHER'S MAIDEN NAME ______________

( ) Please deliver the ballot to the voter in person at the Registrar's office; or

( ) Please mail the ballot to:

Address: _____________________________________

_____________________________________

City ________________ State____________ Zip____________

(Include Rank, Branch of Service, and Serial Number if in Armed Forces)

For Voter:_____________________________________

(Signature or Mark of Voter)

For Disabled Voter: _____________________________________

(Signature of person preparing application if voter is disabled or illiterate)

---

**FOR VOTER OUT OF COUNTY:**

(If voter is residing temporarily out of the County, application may be made by mother, father, brother, sister, aunt, uncle, spouse, son, daughter, mother-in-law, father-in-law, brother-in-law, or sister-in-law of the age of 18 or over and the following oath completed.)

I, the undersigned, do swear (or affirm) that the above-named voter is residing temporarily out of the County and that the facts included in this application are true.

_____________________________________

(Signature and Relationship of Relative Requesting Ballot)

**For office use only:**

Date Application Received: __________

Date Ballot Mailed: __________

I hereby certify that:

Date Ballot Returned: __________

- ☐ The above-named voter is eligible to receive an absentee ballot.
- ☐ The above-named voter is ineligible to receive an absentee ballot.

Reason for rejection: _____________________________________

_____________________________________

_____________________________________

(Signature of Registrar)

Form 6A-79

**LESSON TOPIC:** Electoral College

**GRADE LEVEL:** Secondary

**CONCEPTS:** Electoral college

**TERMS:** Electors

**OBJECTIVES:** Students will be able to:

1. Discuss the electoral college system.
2. Identify the system's strengths and weaknesses.
3. Interpret graphs which portray the popular vote in selected presidential elections.
4. Participate in a debate on whether or not to alter or abolish the electoral college system.

**MATERIALS:** Political science textbook or encyclopedia. Handouts: "Comparing Popular Vote and Electoral Vote," "1980 Presidential Election" with key, "Georgia's 1976 Presidential Election Ballot," "Georgia's 1980 Presidential Election Ballot," and "1980 Presidential Election." Optional filmstrips: "The People's Choices—An Analysis of the Electoral College," Guidance Associates, No. 6001-2040. Optional transparency masters: "The Electoral College"—3M, No. 15-2004-8.

**PROCEDURE:**

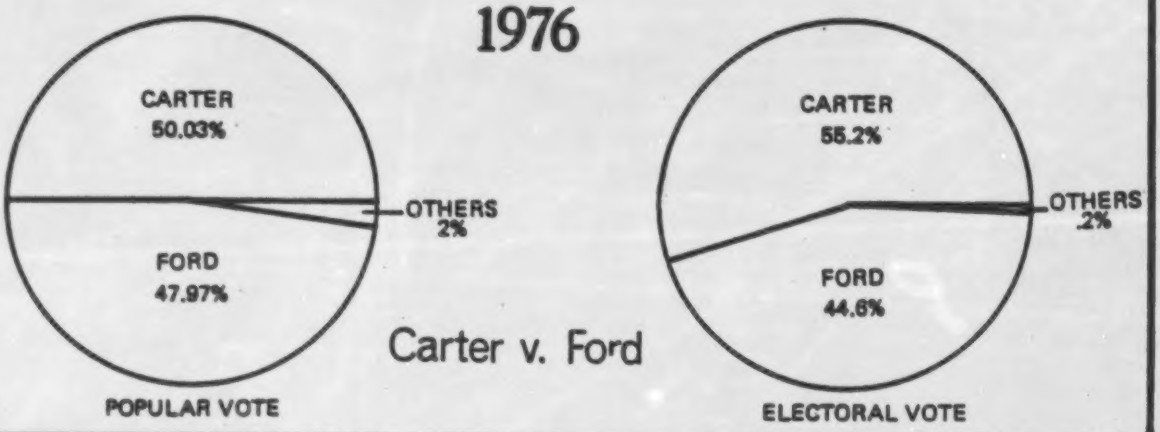
1. As a homework assignment, have student read in their textbook or an encyclopedia the section dealing with the electoral college. Tell students that they should be able to answer the following questions: 1)—Why did our Founding Fathers set up the electoral college? 2)—How does this system work? (refer students to Article two, section one and the Twelfth Amendment to the U.S. Constitution).
2. In class, have students discuss the above questions about the electoral college. Be sure students understand that to be elected President, a candidate must win more than fifty per cent of the total electoral vote. Show either the filmstrip "The People's Choices—an analysis of the Electoral College," stopping frequently throughout the filmstrip to explain the system and ask for questions or show the 3M Transparencies "The Electoral College." Students should discuss the defects in the system (the possibility that the electoral vote will contradict the outcome of the popular election—a person could be elected President with less than fifty per cent of the total popular vote—the fact that electors are often not required to vote for the candidate favored by the popular vote in the state, and the possibility that the contest could be decided in the House of Representatives). Using the handout "Comparing Popular Vote and Electoral Vote" discuss with the students situations where the electoral vote and popular vote have been either close or reversed. Next, show the transparency "1980 Presidential Ballot." Discuss how the electors' names are included on the ballot and how there are different electors for each political party. The individual is actually voting for either the twelve Democratic presidential electors or the twelve Republican presidential electors. Provide students handout: "1980 Presidential Election" and have them graph the popular and electoral vote results.

3. Use the handouts "Georgia's 1976 Presidential Election Ballot" and "Georgia's 1980 Presidential Election Ballot" to show how Georgians actually voted for electors, instead of directly voting for the President. Discuss how electors' names are included on the ballot and how there are different electors for each political party's candidate. Additionally, contrast the 1976 ballot (which is used in Fulton County's vote recorders) with the 1980 ballot (which is used in counties using paper ballots).

4. At the conclusion of this discussion, divide the class into two groups, one group that supports keeping the electoral college as it is and the other group that supports changing the system. The latter group should recommend a substitute plan. Let the groups organize their views and research points to support their side. Then have a debate on whether or not to alter or abolish the electoral college system.

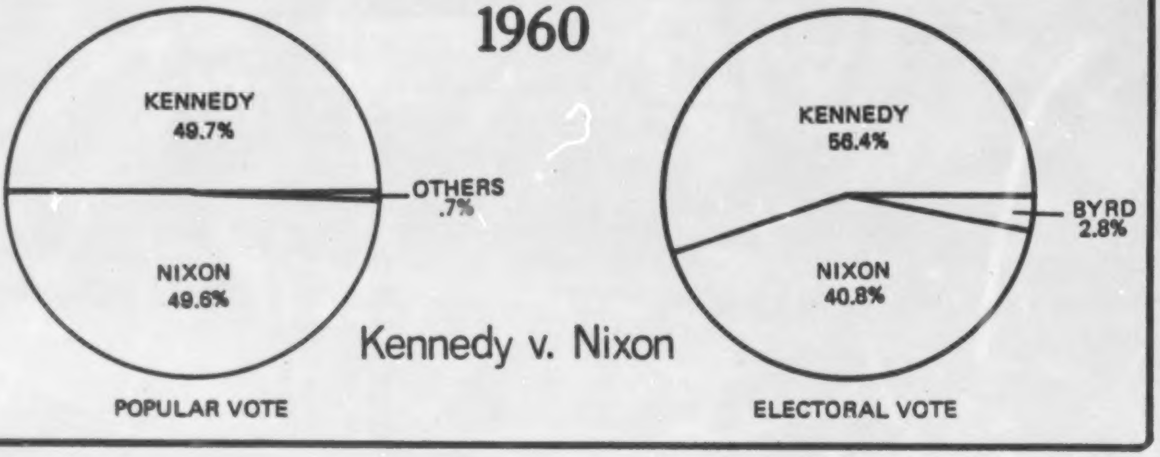
# Comparing Popular and Electoral Vote

## 1976



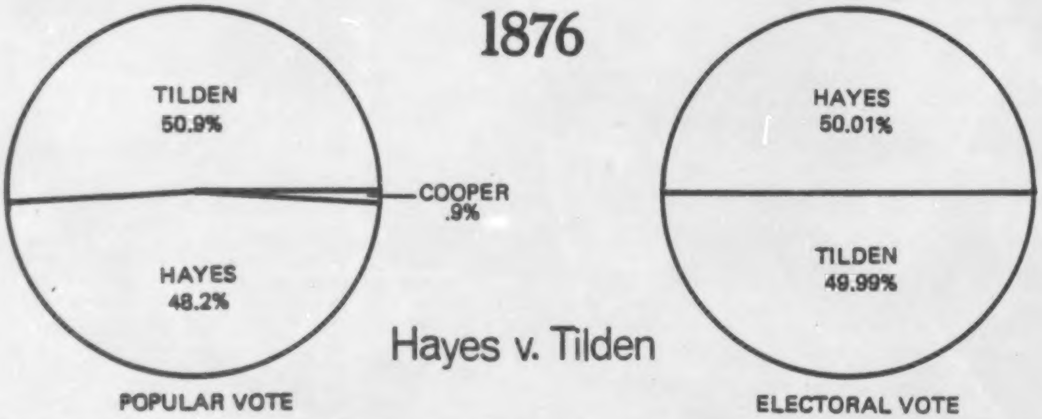
Carter v. Ford

## 1960



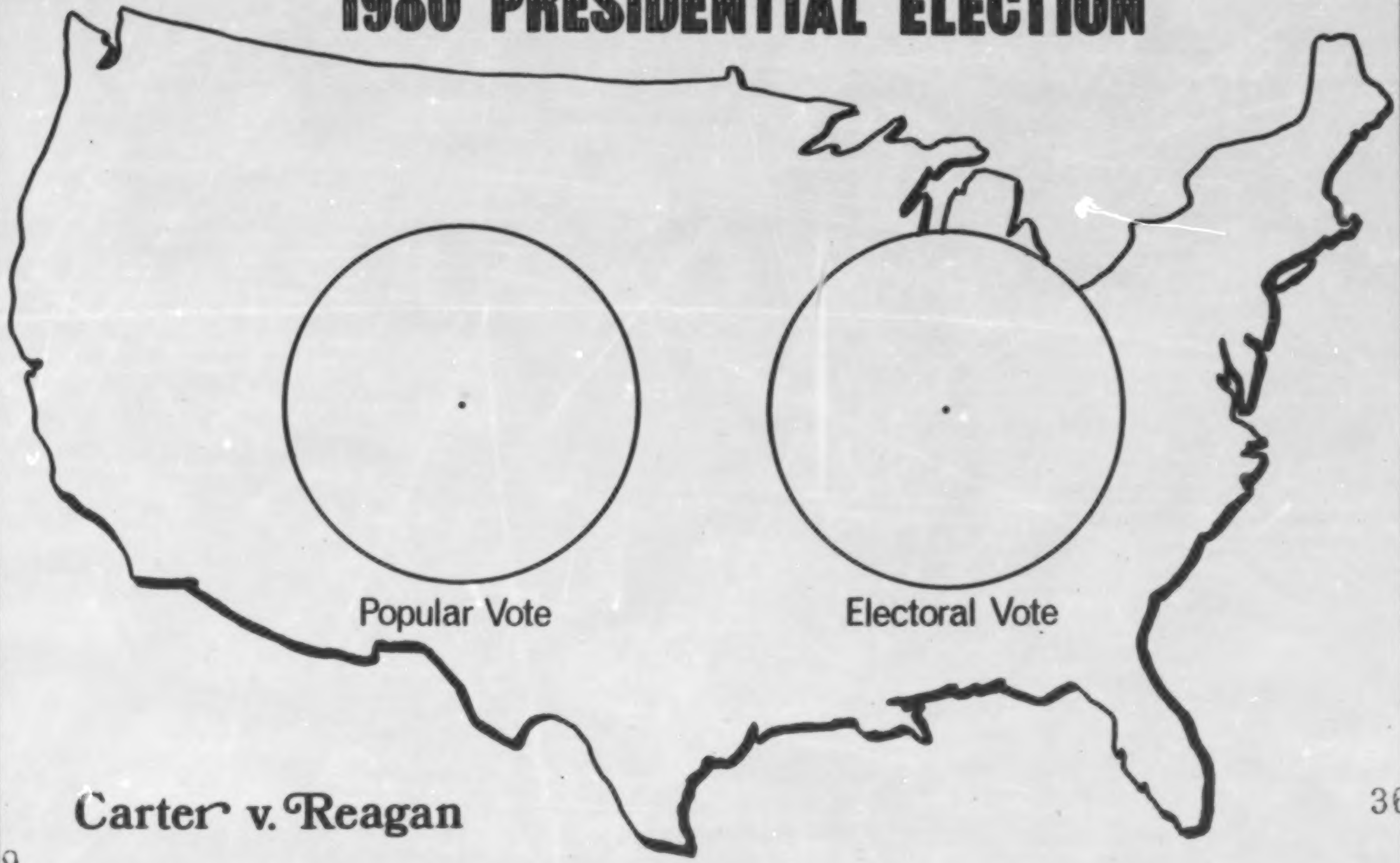
Kennedy v. Nixon

## 1876



Hayes v. Tilden

# 1980 PRESIDENTIAL ELECTION

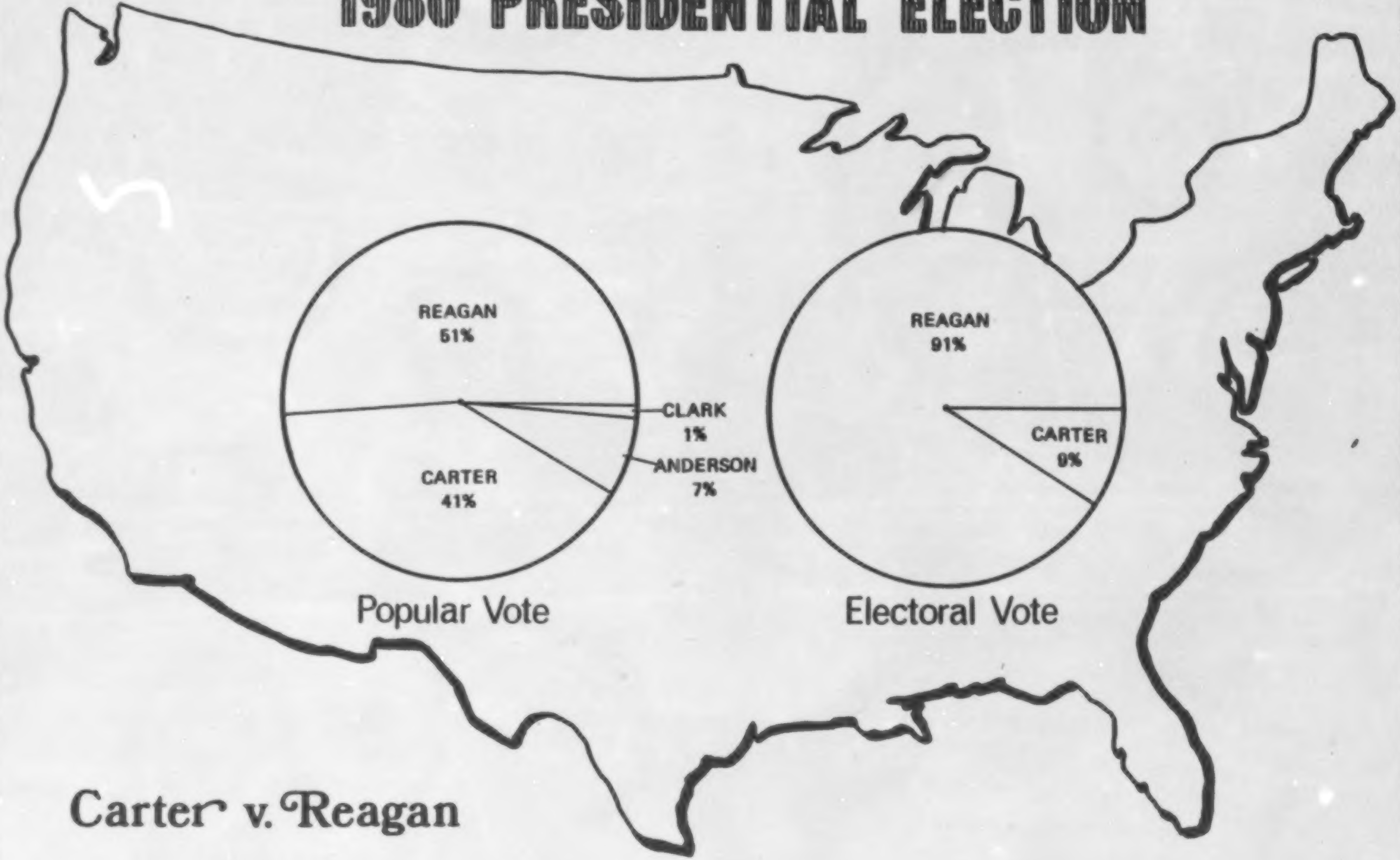

Popular Vote
Electoral Vote

## Carter v. Reagan

**1980 Election Results**

Popular Vote: Reagan – 51%, Carter – 41%, Anderson – 7%, Clark – 1%
Electoral Vote: Reagan – 91%, Carter – 9%

# 1980 PRESIDENTIAL ELECTION



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Carter v. Reagan

## Georgia's 1976 Presidential Election Ballot
(for counties use voting recorders)

1

### PRESIDENTIAL ELECTORS
### VOTE FOR ONE PARTY

| | | | |
|---|---|---|---|
| DEMOCRATIC PARTY PRESIDENTIAL ELECTORS | E. L. (ABBIE) ABERCROMBIE<br>GEORGE BUSBEE<br>GRACE T. HAMILTON<br>CHARLES A. HARRIS<br>AL HOLLOWAY<br>MARTIN LUTHER KING, SR.<br>CARRIE MAYS<br>ZELL MILLER<br>DOT PADGETT<br>CONNIE PLUNKETT<br>MARJORIE C. THURMAN<br>C. A. (AL) WILLIAMS | **JIMMY CARTER**<br>PRESIDENT<br>**WALTER F. MONDALE**<br>VICE-PRESIDENT | 2 ▶ |
| REPUBLICAN PARTY PRESIDENTIAL ELECTORS | LLOYD H. DARBY, III<br>J. MAX DAVIS<br>CARL L. GILLIS, JR.<br>DONALD F. LAYFIELD<br>MACK MATTINGLY<br>ANNETTE B. McEACHIN<br>ROENA MOSELEY<br>MATT PATTON<br>ANDREA POYNTER<br>ELEANORE R. ROSEEN<br>L. H. SIMKINS, JR.<br>CAROLYN WYNN SMALLEY | **GERALD R. FORD**<br>PRESIDENT<br>**ROBERT J. DOLE**<br>VICE-PRESIDENT | 6 ▶ |

SAMPLE

### STRAIGHT PARTY TICKET

To vote a Straight Party Ticket, with the exception of Presidential Electors, cast your vote for one Party below then turn to Page 6 and vote on Amendments. If you vote a Straight Party Ticket and then vote for a candidate in the opposite Party, the vote for that candidate will be counted.

If you do not vote a Straight Party Ticket, turn to Page 2 and vote for each candidate of your choice, beginning with the Office of Public Service Commissioner.

| | | |
|---|---|---|
| FOR STRAIGHT PARTY TICKET<br>(Vote For One Party) | DEMOCRATIC PARTY | 16 ▶ |
| | REPUBLICAN PARTY | 18 ▶ |

1

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## GEORGIA'S 1980 PRESIDENTIAL ELECTION BALLOT
(for counties using paper ballots)

| DEMOCRATIC PARTY | REPUBLICAN PARTY | LIBERTARIAN PARTY | INDEPENDENT CANDIDATES | WRITE-IN COLUMN |
|---|---|---|---|---|
| If you desire to vote this ticket, so indicate by placing a cross (X) or check (✓) mark in the square. | If you desire to vote this ticket, so indicate by placing a cross (X) or check (✓) mark in the square. | If you desire to vote this ticket, so indicate by placing a cross (X) or check (✓) mark in the square. | If you desire to vote this ticket, so indicate by placing a cross (X) or check (✓) mark in the square. | If you desire to vote for Presidential Electors whose names do not appear under party designation, manually write their names, accompanied by the title of the office. |
| ☐ **Jimmy Carter–President**<br>**Walter F. Mondale–Vice-President** | ☐ **Ronald Reagan—President**<br>**George Bush—Vice-President** | ☐ **Ed Clark—President**<br>**David Koch—Vice-President** | ☐ **John B. Anderson—President**<br>**Patrick J. Lucey—Vice-President** | |
| **PRESIDENTIAL ELECTORS** | **PRESIDENTIAL ELECTORS** | **PRESIDENTIAL ELECTORS** | **PRESIDENTIAL ELECTORS** | |
| Phyllis Jenkins Barrow<br>George Busbee<br>Maxine S. Goldstein<br>Coretta Scott King<br>Herbert H. Mabry<br>Carrie J. Mays<br>Eileen O'Brien<br>Calvin Smyre<br>Horace Edward Tate<br>Marjorie C. Thurman<br>W. D. Trippe<br>Robert Walling | Jim Armstrong<br>Marshall L. Bailey<br>Dorothy Brewer<br>B. E. Carlisle<br>Paul D. Coverdell<br>Carl L. Gillis Jr.<br>Herb Jones<br>Kathie Miller<br>Matt Patton<br>David Alexander Sellers<br>Virlyn B. Smith<br>T. E. Stivers | John E. Bailey III<br>James H. Clarkson<br>Fred A. Cox<br>Robert E. Cunningham, Jr.<br>William E. Daughtrey<br>Robert H. Gillespie<br>Dale Hartley<br>Gary E. Marcus<br>William R. Scarborough<br>Diane M. Siegmann<br>John D. Siegmann<br>Claudia M. Zinno | Herbert Buchsbaum<br>Patrice Dickey<br>Celentha Dolinsky<br>Margaret Duckworth<br>Thomas G. Evans<br>Gail Harris<br>Dennis L. Jones<br>Eason T. Jordan<br>Carol Noel Manson<br>Theodore F. Manson<br>James H. Meek<br>Ingrid C. Tullos | |

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**LESSON TOPIC:** The Executive Branch

**GRADE LEVEL:** Secondary

**CONCEPTS:** Executive power

**TERMS:** Chief executive, cabinet, executive branch, formal power, informal power, role, presidential primary, national party convention

**OBJECTIVES:** Students will be able to:

1. Identify the President and Vice-President of the United States.
2. Identify the qualifications for President and Vice-President.
3. Identify the most common types of political backgrounds and experiences for persons who have been elected President.
4. Identify the procedure by which each major political party selects one nominee to represent that party in the November Presidential election.
5. Identify examples of a President's formal and informal powers.
6. Identify examples of the different roles the President must play.
7. Identify members of the President's cabinet, as well as other important advisors to the President.
8. Identify the role of the executive branch in our system of government.

**MATERIALS:** U. S. Constitution. Political Science text or an encyclopedia. Newspapers. Handouts: "U. S. Government Organization Chart" and "Georgia's Presidential Preference Primary."

**PROCEDURES:**

1. Have a student refer to an encyclopedia or dictionary to determine the derivation of the term "president" (from Latin, meaning "to preside"), followed by a class discussion as to how appropriate the title is for the chief executive of the nation. Explain that under the Articles of Confederation, the Congress selected a "president" to preside over its meetings, but bestowed no "executive" powers as such. This term, however, was retained (as opposed to king, premier or prime minister) under the new Constitution to refer to the chief executive which was created.

2. Ask students to list advantages and disadvantages of having a single person serve as chief executive, in light of the fact that Congress and the Supreme Court consist of multiple members. (Here you might point out that the "executive function"—which involves carrying out programs, implementing laws, spending money, managing people, etc.—is quite different from the "legislative function"—determining the laws for the nation—or the "judicial function"—interpreting laws and administering justice. Because the key to the executive branch is managing, administering, and supervising, a system where one person or leader is ultimately responsible for how programs are managed is much more efficient, and allows the voters of the nation to hold one person accountable.)

3. Ask students to identify the President and Vice-President, and with a copy of the U.S. Constitution, to identify the qualifications for the office.

4. With an encyclopedia, class text, or other resource, have students compile and graph the most common backgrounds of those persons elected as President. For instance, identify how many Presidents have been U.S. Senators, state governors, generals, etc. Compare these findings with the 1980 Presidential primary races:

   Jimmy Carter, Incumbent President and former state governor
   Jerry Brown, State governor
   Ted Kennedy, U.S. Senator
   Howard Baker, U.S. Senator
   Philip Crane, U.S. Representative
   John Connally, Former governor and Cabinet Secretary
   Robert Dole, U.S. Senator
   Ronald Reagan, Former governor
   John Anderson, U.S. Representative
   George Bush, Former U.S. Representative

   Ask students to hypothesize on what type of person is most likely to be elected President, based on the record of history.

5. With the handout, "Georgia's Presidential Preference Primary," or using other publications or texts, discuss the process by which each political party selects one candidate to represent that party in the November presidential election. Discuss the increasing trend for states to hold "presidential primaries" or presidential preference primaries," and what impact this has had on the cost of a person campaigning for the Presidency.

7. Have students examine a copy of the U.S. Constitution and identify the formal powers given the President in that document. Discuss whether these powers alone make the President the powerful leader that he is today, or whether other factors (e.g., leadership, motivation, patronage, personality, etc.) are also important.

8. On the board, list "roles" that the President must play today, asking students to volunteer roles they perceive the President to play. For example: Chief of State, Chief Executive, Chief Legislator, Party Leader, Commander-in-Chief, Judicial Officer, Spouse, Parent, etc. Ask students if it is possible for a President to emphasize one role at the cost of another. (For instance, as "Chief of State" the President is seen as the bipartisan leader of this nation. Is this role sacrificed when the President goes out as "Head of the Democratic Party" and campaigns for Democrats around the country?) Also, compare the roles the President must play with those that a governor or mayor must play.

9. Have students review the newspaper or any of the weekly news magazines for articles about the President and his Cabinet: the Secretaries of State, Treasury, Defense, Transportation, Commerce, Interior, Labor, Housing and Urban Development, Agriculture, Energy, Education, and Health and Human Services (which replaces HEW), plus the Attorney General (who heads the Department of Justice). Have students identify the names of as many Cabinet officers as possible. Additionally, have students look for prominent advisors to the President outside the Cabinet, and determine what role they play in the presidential decision making process.

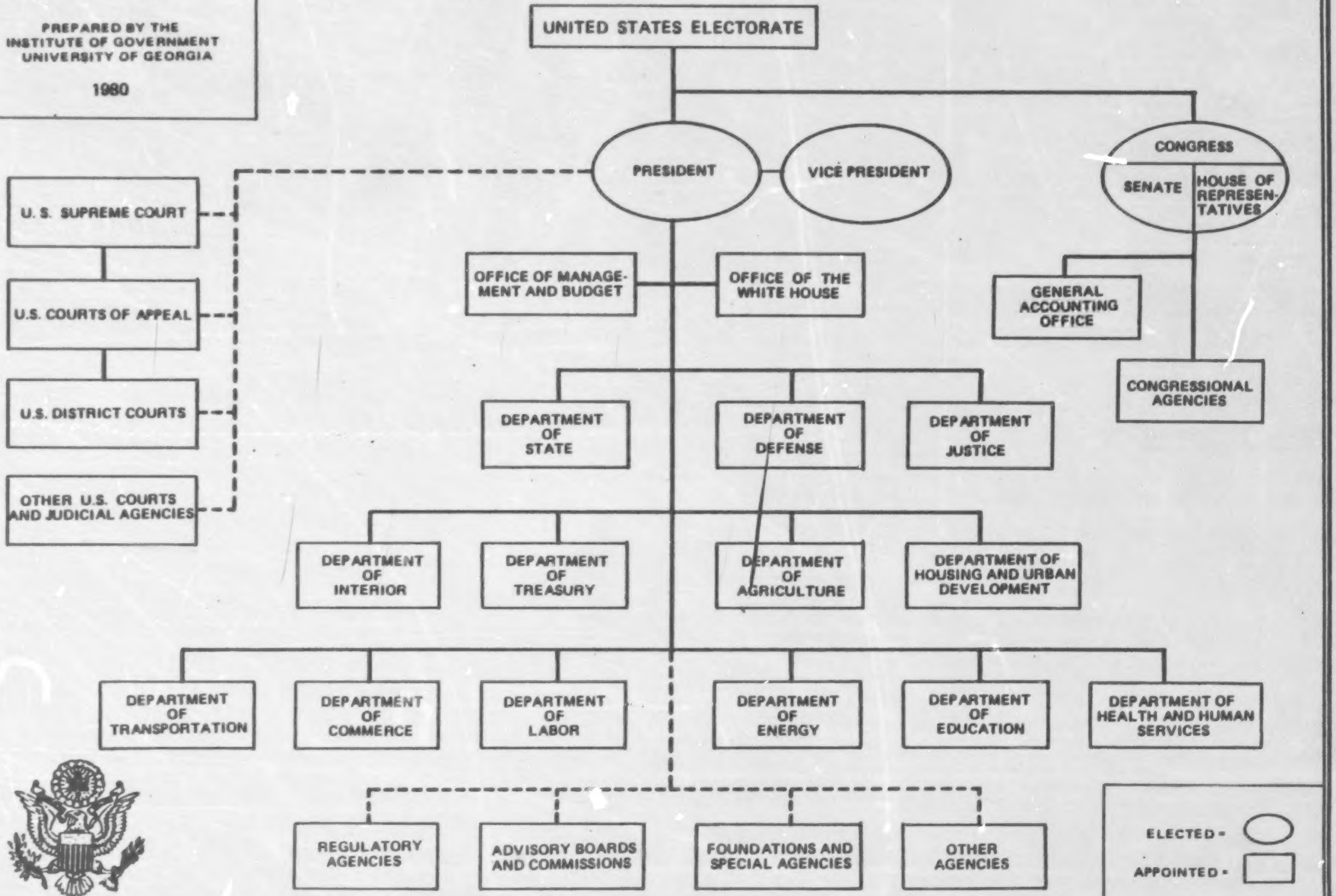
10. Discuss the interrelationships of the President, his Cabinet, Congress, and the people, and how this significantly affects Presidential effectiveness. Here a discussion of the energy issue would be a timely example.

UNITED STATES GOVERNMENT
ORGANIZATION CHART

PREPARED BY THE
INSTITUTE OF GOVERNMENT
UNIVERSITY OF GEORGIA

1980

# UNITED STATES GOVERNMENT


UNITED STATES ELECTORATE
PRESIDENT
VICE PRESIDENT
CONGRESS
SENATE
HOUSE OF REPRESENTATIVES
U. S. SUPREME COURT
U.S. COURTS OF APPEAL
U.S. DISTRICT COURTS
OTHER U.S. COURTS AND JUDICIAL AGENCIES
OFFICE OF MANAGEMENT AND BUDGET
OFFICE OF THE WHITE HOUSE
GENERAL ACCOUNTING OFFICE
CONGRESSIONAL AGENCIES
DEPARTMENT OF STATE
DEPARTMENT OF DEFENSE
DEPARTMENT OF JUSTICE
DEPARTMENT OF INTERIOR
DEPARTMENT OF TREASURY
DEPARTMENT OF AGRICULTURE
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
DEPARTMENT OF TRANSPORTATION
DEPARTMENT OF COMMERCE
DEPARTMENT OF LABOR
DEPARTMENT OF ENERGY
DEPARTMENT OF EDUCATION
DEPARTMENT OF HEALTH AND HUMAN SERVICES
REGULATORY AGENCIES
ADVISORY BOARDS AND COMMISSIONS
FOUNDATIONS AND SPECIAL AGENCIES
OTHER AGENCIES
ELECTED -
APPOINTED -

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Teaching GEORGIA GOVERNMENT

Vol 3. Nos. 3 & 4 March 1980

Teaching Georgia Government

# Georgia's Presidential Preference Primary

by Catherine Rudder

On March 11, 1980, Georgia will hold a presidential preference primary for the second time in recent history. It is important to know how this primary will operate, who is eligible to vote in it, and what its impact will be.

This year the Republican National Convention ,will be held in July in Detroit, Michigan. Democrats will hold their convention a month later, in August, in New York City.

Rules for selecting delegates to these conventions are a combination of state law and custom, national party rules, and state party rules. Georgia's Secretary of State chairs a special seven-person committee that determines which national candidates will be listed on the Democratic ballot and on the Republican ballot.

In Georgia the results of this presidential primary will be reflected by the Georgia delegates to the two national party conventions. For example, if most Georgia Democrats favor President Carter for renomination, then most Georgia Democratic delegates will vote for President Carter at the national convention.

While the delegate selection process is different for Democrats and Republicans in Georgia, both parties do select delegates in several stages.

**Democratic Delegate Selection**

On March 11, when Democrats indicate their choice for the Democratic presidential nominee, they also begin the first step in selecting delegates to represent Georgia at the Democratic National Convention. After indicating their preference for president, Democratic voters will also vote for two male and two female representatives from each U.S. House of Representatives district. These representatives, known as Representative Electors, later select most of the Georgia delegates to the Democratic National Convention.

For example, voters favoring President Carter in the presidential primary will choose Representative Electors pledged to President Carter. Or, uncommitted voters will choose among candidates for Representative Elector who are not committed to any presidential candidate.

The second step occurs on April 19 when Representative Electors in each Congressional District meet to select the actual delegates from each congressional district to attend the national convention. Anyone who

*(continued on p. 4)*

## *From These Contenders...*

### *Two Party Candidates and a President!*

**Top row:**
Jerry Brown
Jimmy Carter
Teddy Kennedy
**Middle row:**
Howard Baker
Philip Crane
John Connally
**Bottom row:**
Robert Dole
Ronald Reagan
John Anderson
George Bush

**Photo courtesy** *Athens Daily News*

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*(Presidental Primary, cont. from p. 1)* wishes to be a delegate or alternate must file with the Democratic Party for candidacy. It is not necessary to be a Representative Elector in order to run for delegate, although many Representative Electors will probably compete for the delegate positions. The state Democratic Party has assigned each congressional district from four to five delegates and from three to five alternates to the national convention. The number of delegates a congressional district is allowed was determined by the amount of support voters in the district have given to Democratic candidates in recent elections.

In addition, national Democratic party rules for the first time in history require that one-half the delegates be women. Consequently, delegate and alternate candidates are listed under the name of the presidential candidate they support in two columns, male and female. An equal number of men and women are then to be elected as delegates and alternates. Seventy-five percent of the delegates and alternates are selected in this manner at the congressional district level: 43 delegates and 32 alternates. The remaining delegates are selected on May 3. Six party and elected officials, known as *add-on delegates*, will be selected. Fourteen statewide at-large delegates and 10 alternates complete the Georgia delegation to the national convention. Among the at-large delegates, will be such major party leaders as the Governor, Lieutenant Governor, and Speaker of the House, as well as the State Party Chairman.

**Republican Delegate Selection**

Republicans will vote March 11th in the Republican presidential primary to indicate which Republican candidate for president they wish to support. But, unlike the Democrats, they do not make any other choices on this day. Instead, on February 16, Republicans held publicly announced mass meetings in election districts across the state open to all Republican voters. At these meetings, Republicans selected delegates from among themselves to attend their county conventions, to be held March 15. All of these conventions are open to the public, but only elected delegates from the precincts are entitled to participate. These delegates to the county meetings will select from among themselves delegates to congressional district meetings.

At the congressional district meetings on April 19, three delegates and three alternates will be selected from each district—for a total of 30 delegates and 30 alternates to the Republican National Convention. These 30 delegates are pledged to support the Republican presidential candidate who wins the most votes in their congressional district in the March 11th presidential primary. At the national convention, they must support this candidate for two ballots, unless the candidate withdraws or receives less than 35 percent of the vote on the first ballot.

Like the Democrats, the Republicans will also have some at-large delegates. There will be six at-large delegates and six at-large alternates. These are selected by the Republican State Convention, which will be attended by Republicans elected by the county conventions throughout the state. The state convention is set for May 23-24.

Social studies teachers will find a useful aid to involving students in the election process in an 8-page insert in the November-December 1979 *Social Education*, journal of the National Council for the Social Studies. Titled "Make Election '80 a *Real-World* Lab," the insert has been prepared by the League of Women Voters Education Fund and is full of practical ways to bring this year's election into your classroom.

Another new League publication is *Choosing the President, 1980*. This 106-page guide is highly recommended for this election year. From the League of Women Voters for $1.95.

**DATES FOR SELECTING DELEGATES TO 1980 NATIONAL PARTY CONVENTIONS**

| State | Party | Delegate Votes | Selection Date |
|---|---|---|---|
| Alabama | D | 45 | Mar. 11 |
| | R | 27 | Mar. 11 |
| Alaska | D | 11 | |
| | R | 19 | |
| Arizona | D | 29 | |
| | R | 28 | |
| Arkansas | D | 33 | May 27 |
| | R | 19 | |
| California | D | 306 | June 3 |
| | R | 168 | June 3 |
| Colorado | D | 40 | |
| | R | 31 | |
| Connecticut | D | 54 | Mar. 25 |
| | R | 35 | Mar. 25 |
| Delaware | D | 14 | |
| | R | 12 | |
| D.C. | D | 19 | May 6 |
| | R | 14 | May 6 |
| Florida | D | 100 | Mar. 11 |
| | R | 51 | Mar. 11 |
| Georgia | D | 63 | Mar. 11 |
| | R | 36 | Mar. 11. |
| Hawaii | D | 19 | |
| | R | 14 | |
| Idaho | D | 17 | May 27 |
| | R | 21 | May 27 |
| Illinois | D | 179 | Mar. 18 |
| | R | 102 | Mar. 18 |
| Indiana | D | 80 | May 6 |
| | R | 54 | May 6 |
| Iowa | D | 50 | |
| | R | 37 | |
| Kansas | D | 37 | Apr. 1 |
| | R | 32 | Apr. 1 |
| Kentucky | D | 50 | May 27 |
| | R | 27 | May 27 |
| Louisiana | D | 51 | Apr. 5 |
| | R | 30 | Apr. 5 |
| Maine | D | 22 | |
| | R | 21 | |
| Maryland | D | 59 | May 13 |
| | R | 30 | May 13 |
| Mass. | D | 111 | Mar. 4 |
| | R | 42 | Mar. 4 |
| Michigan | D | 141 | May 20 |
| | R | 82 | May 20 |
| Minnesota | D | 75 | |
| | R | 34 | |
| Miss. | D | 32 | |
| | R | 22 | |
| Missouri | D | 77 | |
| | R | 37 | |
| Montana | D | 19 | June 3 |
| | R | 20 | June 3 |
| Nebraska | D | 24 | May 13 |
| | R | 25 | May 13 |
| Nevada | D | 12 | May 27 |
| | R | 17 | May 27 |
| New Hampshire | D | 19 | Feb. 26 |
| | R | 22 | Feb. 26 |
| New Jersey | D | 113 | June 3 |
| | R | 66 | June 3 |
| New Mexico | D | 20 | June 3 |
| | R | 22 | June 3 |
| New York | D | 282 | |
| | R | 123 | |
| N. Carolina | D | 69 | May 6 |
| | R | 40 | May 6 |
| North Dakota | D | 14 | |
| | R | 17 | |
| Ohio | D | 161 | June 3 |
| | R | 77 | June 3 |
| Oklahoma | D | 42 | |
| | R | 34 | |
| Oregon | D | 39 | May 20 |
| | R | 29 | May 20 |
| Pennsylvania | D | 185 | Apr. 22 |
| | R | 83 | Apr. 22 |
| Rhode Island | D | 23 | June 3 |
| | R | 13 | June 3 |
| S. Carolina | D | 37 | |
| | R | 25 | Mar. 1 |
| South Dakota | D | 19 | June 3 |
| | R | 22 | June 3 |
| Tennessee | D | 55 | May 6 |
| | R | 32 | May 6 |
| Texas | D | 152 | |
| | R | 80 | May 3 |
| Utah | D | 20 | |
| | R | 21 | |
| Vermont | D | 12 | Mar. 4 |
| | R | 19 | Mar. 4 |
| Virginia | D | 64 | |
| | R | 51 | |
| Washington | D | 58 | |
| | R | 37 | |
| W. Virginia | D | 35 | June 3 |
| | R | 18 | June 3 |
| Wisconsin | D | 75 | Apr. 1 |
| | R | 34 | Apr. 1 |
| Wyoming | D | 11 | |
| | R | 19 | |
| Puerto Rico | D | 41 | |
| | R | 14 | Feb. 17 |
| Virgin Islands | D | 4 | |
| | R | 4 | |
| Guam | D | 4 | |
| | R | 4 | |
| Canal Zone | D | 4 | |
| | R | | |
| Democrats Abroad | | 4 | |

**LESSON TOPIC:** The President and American Foreign Policy

**GRADE LEVEL:** Secondary

**CONCEPTS:** Foreign policy

**TERMS:** State Department, National Security Council, presidential advisors, foreign aid, treaty

**OBJECTIVES:** Students will be able to:

1. Identify primary responsibility over American foreign policy as resting with the President.
2. Identify specific formal and informal powers of the President in the field of foreign relations.
3. Identify government officials and advisors in the executive branch who have a significant role in foreign policy.
4. Identify powers of the legislative and judicial branch in the field of foreign policy.
5. Distinguish factual, opinion, and value statements within news articles and editorials about American foreign policy.
6. Contrast the establishment of foreign policy in the United States with that in other nations.

**MATERIALS:** Copy of the U.S. Constitution. Newspapers or weekly news magazines. Handout: "Control of the U.S. Foreign Policy."

**PROCEDURE:**

1. Using a copy of the U.S. Constitution, have students identify the constitutional powers of the President with regard to foreign policy, as well as powers bestowed on the other branches.
2. Using newspapers or weekly news magazines, look for examples of the President's influence on foreign policy and international relations that do not involve his formal powers spelled out in the Constitution.
3. Have students identify what qualities they think a President should have to be an effective maker of foreign policy (e.g., leadership, strength, honesty, courage, daring) and why.
4. Using newspapers or weekly news magazines, have students work either in small groups or independently and look for articles dealing with foreign policy. On the handout, "Control of U.S. Foreign Policy," have students list the names of all U.S. government officials and advisors who have a significant role in foreign policy (not just an opinion on it). By each name, students should indicate if that person is in the executive, legislative, or judicial branch of government. Afterwards, have students list examples of the President's direct or indirect role in American foreign policy, and decide whether primary control of foreign policy is in the hands of the President, Congress, or the courts.

5. While using the newspaper, have students identify factual statements found within news media articles and editorials. Refer to the citizenship skills lesson, "Distinguishing Facts, Opinions, and Values" in this handbook for strategies in teaching this important skill.

6. As a conclusion, review the President's primary role in setting American foreign policy, balanced by Congress' role in ratifying treaties, confirming appointments of ambassadors, setting tariffs, enacting certain legislation, and funding programs such as foreign aid, as well as the level of our national defense. Also, the courts balance the President's powers by reviewing constitutional challenges to many Presidential actions, and, from time to time, declaring certain actions unconstitutional. Contrast the formation and implementation of foreign policy in America (with its separation of powers and checks and balances) with the setting of foreign policy in most other nations (where the executive is not subject to many checks by other branches of government). Have students identify advantages and disadvantages associated with the way American foreign policy is established and the way it is established in other nations.

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## CONTROL OF U.S. FOREIGN POLICY

1. Based on your review of newspapers or news magazines, indicate the name of U.S. Government officials or advisors who have a significant role in American foreign policy (not just an opinion on it). For each official, indicate whether that person is in the executive, legislative, or judicial branch.

| *Name of Official* | *Branch of Government* |
|---|---|

2. Who has primary control of United States foreign policy? ______________________________

______________________________________________________________________

______________________________________________________________________

**LESSON TOPIC:** Presidential Leadership

**CONCEPTS:** Presidential leadership

**TERMS:** "The hundred days," Depression, "fireside chats"

**OBJECTIVES:** Students will be able to:

1. Trace the decision-making process involving President Franklin D. Roosevelt and his advisors during "the hundred days."
2. Identify personal background factors which may have influenced the President's style of leadership.
3. Identify the communication techniques used by Roosevelt as President.
4. Compare Roosevelt's style of leadership to that of recent Presidents.

**MATERIALS:** Classroom text, American history text, and encyclopedia.

1. As an introduction, read the following to the class:

   On March 4, 1933, Franklin Delano Roosevelt promised strong action to bring this nation out of catastrophic economic collapse of the Depression. One of his first steps was to call Congress into special session five days later.

   Thus began what has been called "the hundred days"—a three-month period of dramatic and often controversial actions to end the Depression.

   Based in part on suggestions by a group of advisors known as the "Braintrust," Roosevelt attempted to push through Congress a three-pronged program of relief, recovery, and reform. Some of these proposals, ironically, were programs which Roosevelt's predecessor, Herbert Hoover, had sought.

   To understand why Roosevelt succeeded where Hoover had failed in part is explained by Roosevelt's personality and style of leadership.

2. Using a classroom text, American history text, or encyclopedia, have students read more about the Depression, Roosevelt's campaign for the Presidency, and the events of "the hundred days." Have students divide into groups to:

   a. Trace the decision-making process involving President Roosevelt and his advisors.

   b. List Roosevelt's personality traits (confidence, optimism, courage, persuasiveness, self-discipline, charm, flexibility, etc.) and discuss how these contributed to his leadership abilities.

   c. Review and list the personal factors in Roosevelt's life which may have contributed to the strength of his leadership.

   d. Describe and list the communication techniques used by Roosevelt (fireside chats; press conferences; catchy phrases, such as "new deal," etc.)

3. In a general class discussion, students should review the three R's of "the hundred days" (relief, recovery, and reform). Specifically have students discuss:

   a. What period does "the hundred days" refer to?

   b. What important contributions did President Roosevelt make to ending the Depression during this period of time?

   c. Who influenced the President in deciding what actions to take?

   d. What traits of Roosevelt made him an effective leader in ending the Depression?

   e. Are the leadership requirements of a President the same for all periods of history?

   f. Do modern day Presidents use some of the same communication techniques and follow the similar leadership style as Franklin D. Roosevelt?

   g. Can a President's informal powers (e.g., leadership) be as important as a President's formal powers (e.g., veto)?

**LESSON TOPIC:** Political Corruption

**GRADE LEVEL:** Secondary

**CONCEPTS:** Corruption

**TERMS:** Ethics, resignation, scandal, Watergate, Abscam

**OBJECTIVES:** Students will be able to:

1. Gather information on a political figure who has been involved in a scandal while in office.

2. Explain the scandal of the political figure and the punishment given to the person.

3. Discuss the Watergate incident and the events that led up to former President Nixon's resignation.

4. Discuss the principle that no government official is above the law.

**MATERIALS:** Encyclopedia Yearbooks. Optional Film: "Forward Together"; 25 minute, 16 mm film which documents the resignation of President Nixon, The Screen News Digest, 4 West 58th Street, New York, New York 10019.

**PROCEDURE:**

1. Divide the students into groups of two to three. Each group should be given the name of a political figure listed below. Each political figure has been formally accused and in many cases required to serve time in prisons for his actions while in a public position. Students will have to go to the library and research the scandals involving their assigned political figure. They should also try to find the punishment given to the person.

   Political Figures to Research

   a. Senator Edward Brooke of Massachusetts
   b. Representative Robert Sikes of Florida
   c. Vice-President Spiro T. Agnew
   d. Attorney General John Mitchell
   e. Representative Andrew May of Kentucky
   f. Representative Adam Clayton Powell of New York
   g. Senator Thomas J. Dodd of Connecticut
   h. Robert G. (Bobby) Baker
   i. Representative Wayne Hays of Ohio
   j. Senator Herman Talmadge of Georgia
   k. Governor Marvin Mandel of Maryland
   l. President Richard Nixon
   m. Representative John Murphy of New York
   n. Representative Frank Thompson of New Jersey
   o. Representative John Jenrette of South Carolina
   p. Representative Michael Myers of Pennsylvania

2. Groups should then report information gathered on the political figure. This can be done through either an oral report or a skit.

3. After the presentation on Nixon, the teacher should discuss with the students in greater depth the Watergate incident and the events which led up to the resignation of President Nixon. Emphasize the fact that an important feature of our government is that no government official is above the law. Ask students what this principle means.

4. If this film is available, show "Forward Together" at the conclusion of the discussion of Nixon's resignation. Point out that our governmental system is strong and can carry on even after a period of great crisis.

28-A . . THE ATLANTA CONSTITUTION, Thurs., Dec. 11, 1980

# Jenrette Resigns From House With An Emotional Farewell

WASHINGTON (AP) — Rep. John Jenrette, his voice choking with emotion, announced Wednesday he is resigning from the House to halt expulsion proceedings against him resulting from his conviction for bribery and conspiracy in the Abscam investigation.

The South Carolina Democrat told a House ethics committee hearing to consider a recommendation to expel him from Congress because of his conviction that he was submitting his resignation to Speaker Thomas P. O'Neill, effective Wednesday.

"With the desire to spare this House . . . from further embarrassment, I'm submitting to the speaker my resignation," Jenrette said, pausing as his voice choked.

"I do this with pain that none of you can ever know."

"DO THIS WITH PAIN"
Rep. John Jenrette

Jenrette, who was defeated for re-election in the November balloting, made the statement at the end of a long and sometimes emotional defense in which he denied that he ever took any bribe.

"I'm confident that the judicial system will confirm that there is no conviction," Jenrette told the committee. "The government created and organized a crime that the jury decided I was involved in."

The committee could have recommended lesser punishment or none at all, but the committee's special counsel, E. Barrett Prettyman, recommended that the panel ask the House to expel Jenrette.

His voice choked with emotion and tears, Jenrette said, "I prided myself on trying to help the district. Those people looked to me for the first time ever to help them, and I did help many of them."

At the end of his statement to the committee, Jenrette's voice choked again as he said, "I love the House as an institution and for what it represents. The people of the 5th District have afforded me one of the highest honors they can give."

Jenrette was convicted by a federal jury Oct. 8 of taking part of a $50,000 bribe from an FBI agent who posed as a representative of two nonexistent Arab sheiks. The undercover agents told Jenrette that the Arabs wanted Jenrette to introduce a special bill to allow their immigration into the United States.

The House, on the committee's recommendation, already has expelled Rep. Michael "Ozzie" Myers, D-Pa., the first congressman convicted of bribery in the Abscam case.

Others convicted so far in the Abscam case are Rep. Frank Thompson, D-N.J., convicted of bribery last week, and Rep. John Murphy, D-N.Y., convicted of accepting an illegal gratuity.

Rep. Richard Kelly of Florida, the only Republican indicted in the affair, now is being tried on bribery charges.

Sen. Harrison A. Williams, D-N.J., and Rep. Raymond F. Lederer, D-Pa., face trials later on bribery charges.

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# 'I can give you me,' lawmaker tells Abscam agents on tape

United Press International

NEW YORK — Declaring "I'm not a Boy Scout," Rep. Raymond Lederer is shown on an Abscam videotape selling his services as a congressman for $50,000 handed him by FBI undercover agents.

"I can give you me," Lederer told the agents on the videotape played on the second day of his bribery-conspiracy trial Tuesday in U.S. District Court in Brooklyn.

The trial was scheduled to continue today.

Lederer, a Philadelphia Democrat and the sixth House member tried on Abscam charges, was shown accepting the money from the agents after promising to introduce a private immigration bill to help two bogus Arab sheiks remain in the United States.

"I don't think what you're asking is impossible because, if it was, I'd walk through the door," Lederer told the agents, who posed as representatives of the non-existent sheiks. "It's a big ballgame all right. I don't think you're Boy Scouts. I'm not a Boy Scout."

The exchange took place on Sept. 11, 1979 in a videotaped meeting at the Hilton Inn at Kennedy Airport in New York.

"I hope you spend it well," FBI agent Anthony Amoroso told Lederer after handing him the money. "You can take a little piece of that and buy us lunch."

FBI informant Melvin Weinberg told Lederer that the sheiks were worried about being deported because of President Carter's stand on human rights.

*Atlanta Journal*
January 7, 1981

*Atlanta Journal*, Jan. 27, 1981

# Kelly vows to appeal Abscam conviction

The Associated Press

WASHINGTON — Former Rep. Richard Kelly, declaring "I have not been a crook," is vowing to press his challenge of the propriety of the FBI's Abscam investigation as he appeals his bribery and conspiracy convictions.

"The war goes on," the former Florida congressman told reporters after a jury deliberated 6½ hours Monday before convicting him and two co-defendants of taking part in a $250,000 bribery conspiracy.

U.S. District Judge William Bryant set sentencing for Feb. 23. Each defendant faces a maximum prison term of 25 years, including 15 years on the most serious bribery charge.

Kelly, 56, the only Republican member of Congress indicted in the Abscam probe, was convicted of taking a $25,000 bribe from an FBI agent posing as a representative of two Arab sheiks seeking legislation to immigrate to the United States. He testified he accepted the payoff only to conduct his own investigation of men he said he regarded as shady characters.

Kelly, a former state judge, said he will continue to press that assertion and expand his own probe of Abscam to include the government, which he claimed entrapped him by inducing him to take the money.

The government "has not proved that I've been involved in any kind of corruption," Kelly insisted. "The story of my life has been that I have not been a crook. I have not tried to save my own hide at the expense of the people."

Vowing to appeal, Kelly said the verdict was disappointing, but he added: "The process is a good one, and the trial part is an important part ... but that's only one part."

The government is now six-for-six in Abscam trials involving members of Congress, with Sen. Harrison A. Williams Jr. (D-N.J.) scheduled to go on trial March 30.

Previously convicted were Democrats Michael Myers of Pennsylvania, John Murphy of New York, Frank Thompson of New Jersey, John Jenrette of South Carolina and Raymond Lederer of Pennsylvania. Of those, only Lederer is still in Congress, although he may face disciplinary action in the House. Myers was expelled after his conviction and Jenrette resigned as the House Ethics Commission considered recommending his expulsion. Murphy and Thompson both were defeated for re-election.

Kelly, who was defeated in a Florida Republican primary last year, was shown on videotape stuffing packets of $100 and $20 bills into his pockets and telling undercover FBI agent Anthony Amoroso, "It's a deal."

Kelly returned $24,826 of the payoff to FBI agents who questioned him 24 days after he took it.

The government said Kelly's co-defendants, businessman Gino Ciuzio of Longwood, Fla., and accountant Stanley Weisz, of Smithtown, N.Y., were middlemen in a scheme in which Kelly eventually was to receive a total of $100,000.

Kelly was convicted of bribery and Weisz and Ciuzio of aiding and abetting bribery, punishable by up to 15 years in prison. All three were convicted of conspiracy, which carries a maximum term of five years. And each was convicted of a separate count of traveling across state lines to further an illegal activity, a crime punishable by up to five years' imprisonment.

LESSON TOPIC: Propaganda

GRADE LEVEL: Secondary

CONCEPTS: Propaganda

TERMS: Public opinion, bureaucracy, attitudes, beliefs

OBJECTIVES: Students will be able to:

1. Define propaganda as an intensive and systematic campaign to change people's attitudes and beliefs.
2. Identify energy related propaganda ads.
3. Discuss energy related propaganda ads.
4. Discuss the aggressive public relations role of many governmental agencies.

MATERIALS: Newspapers, weekly news magazines, general magazines, and other forms of advertising. Copy of "The Great American Bureaucratic Propaganda Machine," *U.S. News and World Report*, August 27, 1979, pages 43-47. Political campaign materials (if available).

PROCEDURE:

1. From a dictionary or an encyclopedia, have a student define "propaganda."
2. As a homework or class assignment, have students look through either a newspaper or a magazine in order to find an example of an energy-related propaganda ad. Students should share their ad with fellow classmates explaining the company involved, the attitude or belief that company wants to change, and the method the company uses to cause the change.
3. Next, ask the students if their government does anything similar–spending money to change people's attitudes and beliefs. If students can list examples of such cases, it would be beneficial.
4. Then, have students read the *U.S. News and World Report* article. "The Great American Bureaucratic Propaganda Machine." If students have difficulty obtaining the magazine, the teacher could either read the article to the students or list the examples of the propaganda machine on the board and discuss them. At the conclusion of the activity, students should have discussed the public affairs efforts of the government and evaluated whether or not they feel the public really benefits from this activity.
5. Examine the campaign material of candidates for public office or that of political parties and allow students to identify whether it qualifies as propaganda.
6. Ask students whether they see a difference between propaganda and advertising, and if so, what.
7. If your school has a speech teacher or debate coach, ask that teacher or coach to discuss specific propaganda techniques (e.g., "band-wagon," "glittering generality," etc.)

**LESSON TOPIC:** Legislative Process

**GRADE LEVEL:** Secondary

**CONCEPTS:** Lawmaking

**TERMS:** Constituency, bill, act, statute, Senator, Congressman, President, seniority, chairman, lobbyist, testimony, debate, standing committee, conference committee, Department of Education

**OBJECTIVES:** Students will be able to:

1. Participate in a simulation of a Senate committee.
2. Evaluate the legislative process.
3. Discuss the role of lobbyists.
4. Discuss the seniority system.
5. Explain that Senators represent an entire state.
6. Identify the two Senators from Georgia.
7. Identify their Congressman in the House of Representatives.
8. Discuss the issues for and against a cabinet Department of Education.
9. Trace the steps a bill must go through before becoming a law.
0. Write a letter to one's Senator or Congressman.

**MATERIALS:** Handouts: "Senate Committee Constituency Cards," "Senate Role Position Sheets," "Lobbyist Testimony," "Writing Your Congressman," "Georgia's Congressional Districts," "Georgia's United States Congressional Delegation," and " How a Bill Becomes Law."

**PROCEDURE:**

1. Select seventeen students to play the role of a Senator on the Committee on Governmental Affairs. Have these students pick a "Senate Constituency Card" which states their name and the state they represent. This information is also listed below. The chairman and names in the left column are Democrats listed in order of seniority. (Inform students that since the bill they are going to discuss took place prior to the 1980 Election, the Senate will have a Democratic majority in this activity. This has changed as a result of the 1980 Election.) The committee member column are Democrats listed in order of seniority. The committee member of the majority party who has served the longest on the committee usually gets the position of chairman. The names in the right column are Republicans listed in order of seniority. Senator Percy is the ranking minority leader on the committee since he is the Republican with the most seniority. Seat these students in desks formed into a U-shape. The committee chairman should sit in the center desk with the Democratic Senators seated by seniority on his right side (Senator Jackson seated in the first desk to his right and Senator Levin seated in the last desk on the right). The Republican Senators should be seated on Chairman Ribicoff's left side (Senator Percy seated in the first desk to his left and Senator Durenberger seated in the last desk on the left).

2. The remaining students will play the role of lobbyists who will speak at the hearings before the Senate Committee on Governmental Affairs. They will be giving their views on whether or not to support Senate Bill 210–to establish a Department of Education. The teacher does not have to use all of the lobbyists

in the simulation. The teacher may prefer to have groups of students represent one lobbyist and thus only deal with a few of the lobbyists. Select students to play the following roles:

  a. Reverend Jesse Jackson, National President of Operation PUSH.

  b. Ms. Joanne Goldsmith, Chairperson of the Governmental Affairs Committee for the National Association of State Boards of Education

  c. Monsignor Wilfrid H. Paradis, Secretary of Education of the U.S. Catholic Conference

  d. James T. McIntyre, Jr., director of the Office of Management and Budget (this role should only be given to an above average student)

  e. Roger H. Zion, legislative representative for the National Association of Professional Educators

3. Distribute the Senate Role Position Sheets to Senators (those Senators who do not get a Role Position Sheet can determine their own position based on testimony presented to the committee). Tell Senators to read and study their positions. The teacher should make sure each Senator understand his role sheet.

4. Distribute the appropriate testimony (prepared statement) to each of the lobbyists. If students are not able to handle the reading involved, the teacher could either underline significant points or rewrite the statements. Tell the lobbyists to read and study their testimony, prepare a summary of that testimony to present to the full committee, and be able to answer questions related to their testimony asked by Senators. Inform students that these statements that they have received were actually presented to the real committee during the hearings on Senate bill 210 in February, 1979. Students should use both class time and homework time to develop their statements. The teacher should be familiar with each testimony and should help each lobbyist when needed.

5. While lobbyists are developing their testimony, the teacher should discuss with the Senators these rules to follow while committee is in session:

   a. Address Senator Ribicoff as Mr. Chairman, Senators should be referred to as Senator

   b. Seniority not only determines where one sits at the committee table but also affects one's opportunity to participate in committee discussion and debate. Thus, the Senators with least seniority should mainly observe and participate very little in the discussion.

   c. Senators should be courteous and talk in a respectful, dignified manner. Members should never direct personal criticism at each other.

   Also, the teacher should give copies of Senate bill 210 to the chairman. This bill on which they will be voting deals with establishing a separate Cabinet Department of Education. Explain to the committee that education is presently included in the Department of Health, Education, and Welfare; in addition, education activities are found in other departments, such as Department of Labor (migrant education), HUD (college housing loan program), Department of Defense (overseas Dependents Schools system), Justice Department (law enforcement education).

6. Discuss with the chairman this order to follow in the hearings:

   a. Committee Chairman gives an opening statement; then asks ranking minority leader if he has any comments.

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b. Lobbyists are called one at a time in the order listed earlier. The lobbyist should be greeted and should then make their statement. After each statement, Senators could ask the lobbyist questions. After a lobbyist have finished, the chairman should thank the lobbyist for coming before the committee.

c. When all testimonies are completed, the committee members should debate the bill.

d. The committee should next vote to do one of the following:

1. Report the bill favorably, with a "do pass" recommendation.
2. Refuse to report the bill—the bill is pigeonholed.
3. Report the bill in an amended form.
4. Report the bill with an unfavorable recommendation.
5. Report an entirely new bill which has replaced one or more original bills—a "committee bill."

7. Condut the hearings.

8. Committee members debate the bill.

9. Committee members vote on the bill.

10. At the conclusion of the activity, there should be a debriefing period. Questions that could be discussed include:

a. What happens to a bill after it has been reported to the full Senate?

Using Transparency "How A Bill Becomes A Law" trace the steps on the chart they have just simulated. Also, be sure they understand that the Supreme Court is not involved in this process; justices cannot review bills before they are laws. Students need to realize that the legislative process is long and complex—it is not easy for a bill to become a law. Ask students if they feel this is a positive or negative aspect of the system.

b. What are the functions of committees?

c. What was it like being the committee chairman?

d. What was it like having a great deal of seniority? What was it like having little seniority?

e. What is the role of a lobbyist? (Be sure students understand that lobbyists try to influence both the decisions of public officials and public opinion.)

f. Which lobbyist was the most convincing?

g. Who are the constituents of a Senator? (People of the entire state)

h. How many Senators does each State have? (two) Identify the Senators of Georgia.

i. Who are the constituents of a member of the House of Representatives? (Usually a portion of a state—use Georgia with its ten representatives as an example). Identify the person who represents the students' congressional district.

j. What actually happened with Senate bill 210? Is there a Department of Education? (The bill was reported favorably with an amendment; only Senator Cohen voted against the bill. The bill passed the full Senate with amendments. The bill went through the House Committee on Government Operations where it too was reported favorably with an amendment. It was passed by the full House with an

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amendment. A conference committee met to resolve the differences between the two bills. They offered a recommendation which both Senate and House approved. On October 17, 1979 President Carter signed the bill into law.

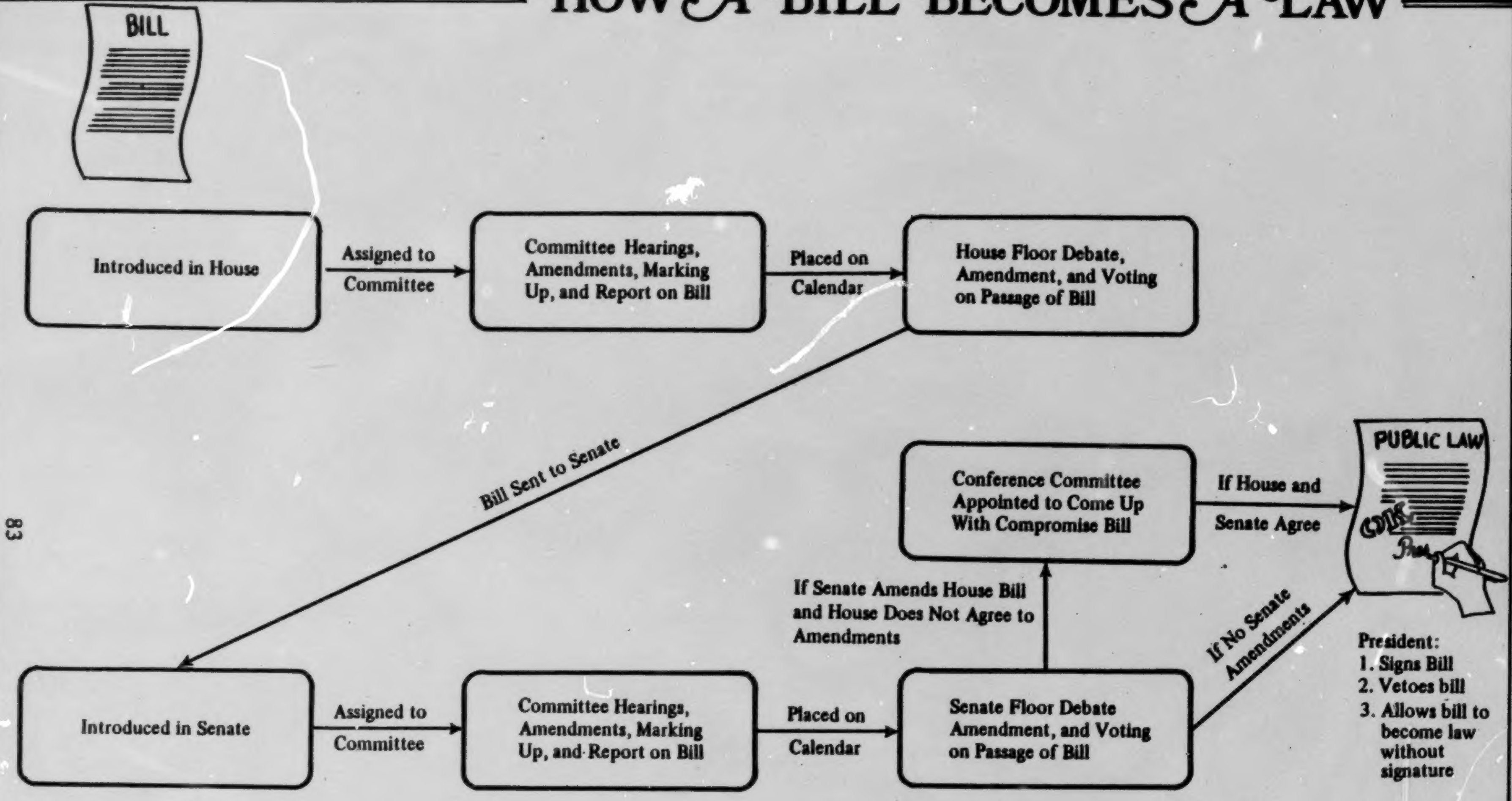
k. Discuss the new Cabinet Department of Education.

l. What can you do if your Senator or Congressman is going to be voting on a bill and you would like to influence his vote on it? (Be sure students understand that by writing their Senator or Congressman they are able to directly and quickly inform their representative on how they feel about an issue).

II. After the debriefing period, have students look through the newspaper to find bills or issues that their Senator or Congressman will be voting on in the future. Using Handouts "Writing Your Congressman" and "Georgia's Congressional Delegation" have students write their representative about the legislation. The teacher should read each letter before mailing it to make sure that the student followed the procedures outlined in the handout.

NOTE: Handouts, "Senate Role Position" sheets and the "Lobbyist Testimonies, are taken from *Hearings Before the Committee on Governmental Affairs, United States Senate, Ninety-Sixth Congress, First Session on S.210, S.510, to Establish A Department of Education, February 6, 7, and 8, 1979,* printed for the use of the Committee on Governmental Affairs.

# HOW A BILL BECOMES A LAW


BILL
Introduced in House
Assigned to Committee
Committee Hearings, Amendments, Marking Up, and Report on Bill
Placed on Calendar
House Floor Debate, Amendment, and Voting on Passage of Bill
Bill Sent to Senate
Introduced in Senate
Assigned to Committee
Committee Hearings, Amendments, Marking Up, and Report on Bill
Placed on Calendar
Senate Floor Debate Amendment, and Voting on Passage of Bill
If Senate Amends House Bill and House Does Not Agree to Amendments
Conference Committee Appointed to Come Up With Compromise Bill
If House and Senate Agree
If No Senate Amendments
PUBLIC LAW
President:
1. Signs Bill
2. Vetoes bill
3. Allows bill to become law without signature

Except for appropriation and revenue bills, a bill may be introduced in either the House or Senate.

## Writing Your Congressman

1. When writing your Congressman or Senator, address the letter as follows:

Honorable ____________________
United States House of Representatives
Washington, D.C. 20515

Honorable ____________________
United States Senate
Washington, D.C. 20510

2. Be brief and to the point. Identify clearly the issue or bill that you are writing about. Write legibly.

3. State your opinion and why you feel as you do. Remember you are writing not only to express yourself but also to persuade. Offer suggestions for alternative actions if you feel your Congressman is following the wrong path.

4. If you feel the Congressman has done something that you are pleased with, a compliment would surely be appreciated.

5. Remember *Your* Congressman is most often the best person to write because he represents YOU. Whenever there is an important vote coming up, the most direct and quickest way to let your representative know how you feel about the issue, is to write him a letter.

6. Do not expect an immediate response to your letter, and if the response is a form letter, try to be understanding. Congressmen often get 400 letters in just one day.

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# GEORGIA'S UNITED STATES CONGRESSIONAL DELEGATION

## UNITED STATES SENATORS

Sam Nunn
3241 Dirksen Building
Washington, D.C. 20510
Telephone: 202-224-3521

Mack Mattingly
456 Russell Building
Washington, D.C. 20510
Telephone: 202-224-3643

## UNITED STATES REPRESENTATIVES

**DISTRICT 1**

Bo Ginn
2135 Rayburn Building
Wasington, D.C. 20515
Telephone: 202-225-5831

**DISTRICT 2**

Charles Hatcher
1726 Longworth Building
Washington, D.C. 20515
Telephone: 202-225-3631

**DISTRICT 3**

Jack Brinkley
2412 Rayburn Building
Washington, D.C. 20515
Telephone: 202-225-5901

**DISTRICT 4**

Elliott H. Levitas
329 Cannon Building
Washington, D.C. 20515
Telephone: 202-225-4272

**DISTRICT 5**

Wyche Fowler, Jr.
1504 Longworth House Office Building
Washington, D.C. 20515
Telephone: 202-225-3801

**DISTRICT 6**

Newt Gingrich
417 Cannon Building
Washington, D.C. 20515
Telephone: 202-225-4501

**DISTRICT 7**

Larry McDonald
504 Cannon Building
Washington, D.C. 20515
Telephone: 202-225-2931

**DISTRICT 8**

Billy Evans
113 Cannon Building
Washington, D.C. 20515
Telephone: 202-225-6531

**DISTRICT 9**

Edgar L. Jenkins
217 Cannon Building
Washington, D.C. 20515
Telephone: 202-225-5211

**DISTRICT 10**

D. Douglas Barnard, Jr.
418 Cannon Office Building
Washington, D.C. 20515
Telephone: 202-225-4101

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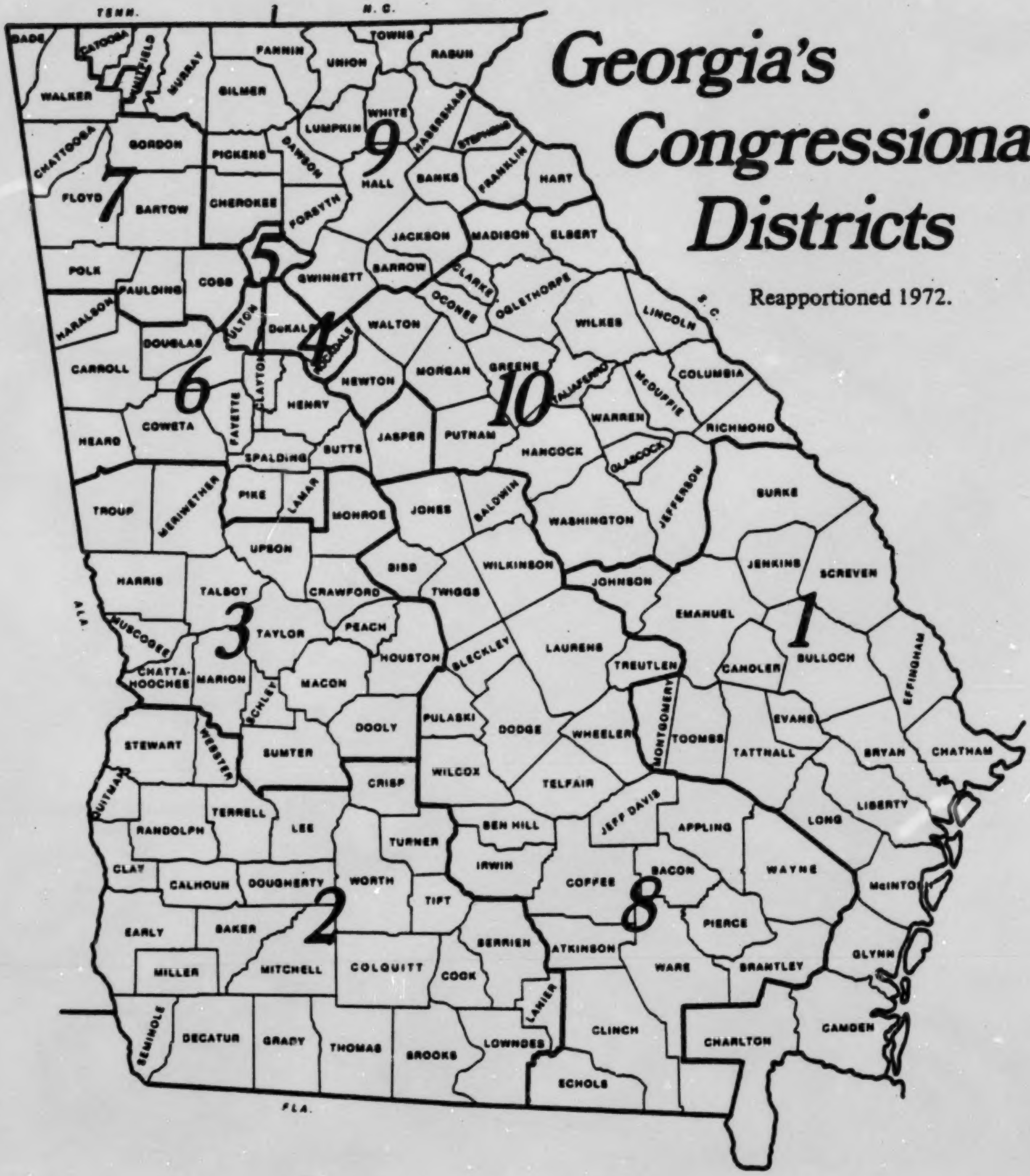
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STEPHENS
CHATTOOGA
GORDON
PICKENS
LUMPKIN
DAWSON
FRANKLIN
BANKS
HART
FLOYD
BARTOW
CHEROKEE
FORSYTH
HALL
JACKSON
MADISON
ELBERT
POLK
PAULDING
COBB
GWINNETT
BARROW
CLARKE
OCONEE
OGLETHORPE
WILKES
LINCOLN
HARALSON
FULTON
DeKALB
ROCKDALE
WALTON
DOUGLAS
CARROLL
CLAYTON
NEWTON
MORGAN
GREENE
TALIAFERRO
McDUFFIE
COLUMBIA
FAYETTE
HENRY
COWETA
WARREN
RICHMOND
HEARD
JASPER
PUTNAM
HANCOCK
GLASCOCK
SPALDING
BUTTS
PIKE
LAMAR
TROUP
MERIWETHER
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CRAWFORD
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EMANUEL
MUSCOGEE
TAYLOR
PEACH
HOUSTON
BLECKLEY
LAURENS
TREUTLEN
CANDLER
BULLOCH
EFFINGHAM
CHATTA-HOOCHEE
MARION
SCHLEY
MACON
DOOLY
PULASKI
DODGE
WHEELER
MONTGOMERY
TOOMBS
EVANS
STEWART
WEBSTER
SUMTER
CRISP
WILCOX
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TATTNALL
BRYAN
CHATHAM
QUITMAN
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BEN HILL
TURNER
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CALHOUN
DOUGHERTY
WORTH
IRWIN
COFFEE
BACON
WAYNE
McINTOSH
TIFT
EARLY
BAKER
BERRIEN
ATKINSON
PIERCE
MILLER
MITCHELL
COLQUITT
COOK
WARE
BRANTLEY
GLYNN
LANIER
SEMINOLE
DECATUR
GRADY
THOMAS
BROOKS
LOWNDES
CLINCH
CHARLTON
CAMDEN
ECHOLS

# Georgia's Congressional Districts

Reapportioned 1972.

Senate Committee Constituency Cards

| | |
|---|---|
| Senate Committee<br>Constituency Card | Senate Committee<br>Constituency Card |
| Senate Committee<br>Constituency Card | Senate Committee<br>Constituency Card |
| Senate Committee<br>Constituency Card | Senate Committee<br>Constituency Card |
| Senate Committee<br>Constituency Card | |
| | 392 |

Jim Sasser
Tennessee

Jacob Javits
New York

Charles Mathias, Jr.
Maryland

Ted Stevens
Alaska

William Cohen
Maine

David Durenberger
Minnesota

Henry Jackson
Washington

# Senate Committee Constituency Cards

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| Senate Committee<br>Constituency Card | Senate Committee<br>Constituency Card |
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John Danforth
Missouri

Thomas Eagleton
Missouri

Carl Levin
Michigan

David Pryor

Arkansas

John Glenn
Ohio

Abraham Ribicoff
Committee Chairman

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Sam Nunn
Georgia

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## OPENING STATEMENT OF SENATOR RIBICOFF

This is the first hearing this year of the Governmental Affairs Committee. I think it is significant that we start on the Department of Education. We had a full slate of hearings last year. The bill passed the Senate by a three-fourths majority of the Senate. Unfortunately, it got over to the House toward the end of the session and time ran out. We are going to make sure this year we get this legislation out on the floor for quick passage so that the House will have ample opportunity to hold hearings and take this measure to the House floor.

I am very pleased to reopen today the committee's consideration of the Department of Education legislation, and to welcome our distinguished witnesses.

As most of you know, Congress almost created the new Department last year. This committee held 10 days of hearings and heard from more than 100 witnesses.

The bill had widespread, bipartisan support then, and it has it now. This year, already some 45 Senators are cosponsors. And, in his State of the Union message 2 weeks ago, the President said the creation of a Department of Education would be "a very high priority of this administration."

We will give the bill, S. 210, priority status. We hope to complete our hearings and report the bill to the Senate floor for action sometime in March.

I know, without doubt, that not one of the cosponsors of this bill, nor the American people, would stand for more Federal dominance in education. Local control is both the hallmark and the foundation of American education. In creating the Department of Education, we will preserve it.

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### PREPARED STATEMENT OF SENATOR LAWTON CHILES

Mr. Chairman, I think that here in the Congress, we should do what we can do toward streamlining and consolidating the various programs that are spread out all over the bureaucracy. I believe S. 210 does just that—with a minimum of disruption. There is little doubt that the present system doesn't really help any body—neither the Congress nor the administration—in getting a handle on the paperwork situation or anything else.

Mr. Chairman, I do not believe there is a Senator here who is more concerned with these issues than myself. I care very much that we preserve the diversity of our public and private school systems: keep the rights of parents to control, through their local school boards and State officials, the quality of education their children receive; and maintain the freedom to choose either public or private education for their youngsters.

As Chairman of the Subcommittee on Federal Spending Practices and Open Government, I have devoted my career in the Senate to cutting through the bureaucracy and red tape that alienates people from their Government.

As a member of the Budget and Appropriations Committees, I have a primary concern that all Federal spending be well-targeted to programs that fill a real need and meet that need effectively. As Chairman Ribicoff so appropriately pointed out yesterday, we are spending $25 billion in Federal tax dollars on education, and while we hear complaints about Government intervention, overregulation, and the paperwork burden, we do not hear local educators nor parents of disadvantaged, handicapped, gifted, or any other children benefitting from these programs, asking us to withdraw these funds.

If I believed for one minute that creating a cabinet-level department of education would take the primary responsibility for children's education further away from parents, I would not be a cosponsor of this bill. If I thought we'd end up with a bigger, more expensive, more paperwork-generating bureaucracy by putting the education functions under one roof, you would not find me cosponsoring this bill. If I were convinced a department of education would end the diversity of public and private education in this country and replace it with a uniform system dictated from Washington, this bill would not have my support.

But I see the creation of a Department of Education as the best, perhaps the only, handle we have to effectively play the role of meeting special educational needs, of being the responsible partner we should to our Nation's educational institutions.

I commend the chairman for accurately anticipating some of these concerns and for providing strong language in the bill to address these problems. However it's been my recent experience, not only with the general services administration but with other agencies as well, that Congress must exert strong oversight responsibility in regard to the new department. Perhaps it would be proper to put critics as well as supporters of this legisitaion on notice that Congress will not exercise terminal responsibility with the passage of S. 210.

Senator NUNN.

Although I am 100 percent in favor of a Department of Education, and I commend Senator Ribicoff for his great leadership in this, I hope we don't have to wait to get this reorganization bill signed to move vigorously in terms of program consolidation. I don't believe the Department of Education, in itself, is going to cut out redtape, regulations, or anything. I don't think that is going to be automatic. I believe it will, however, give you a foundation upon which that can be better accomplished. But anyone who is expecting our educational programs to become clear and concise simply by reason of reorganizing their structure is going to be disappointed. I hope you will address that issue.

## OPENING STATEMENT FOR SENATOR JOHN GLENN

Because of the importance of education in the American system of government, major changes in the organization of education must be made with great caution and deliberation. Because of that necessary caution, I was at first somewhat skeptical about the creation of a Cabinet-level Department of Education. Like many other members of this committee, and many of the witnesses who have appeared before it, I was concerned that such a department might lead to an increase in bureaucratic control of this vital social function. I was very concerned that the citizens of Ohio and the educators of Ohio would be confronted with even more red tape, and would have even less control over the instruction of their own children.

Under the provisions of S. 210 as presently constituted, there is actually the potential that local and state control over education may be increased. The creation of the Intergovernmental Council on Education sets up a means whereby the educators of Ohio and the other states can actually have a direct voice in federal policy toward education. This may prove to be an important transition in the organization of state and federal relations.

The present Department of Health, Education and Welfare is one of the larger bureaucracies established. The budget of this one department is larger than the budget of most nations of the world. This department costs close to one thousand dollars per year for every person--adult and minor--in the United States. Of this vast sum only a small fraction is devoted to education. Is it then any wonder that education is overlooked or lost in the shuffle? No Secretary, no matter how well intentioned, how well organized, or how diligent, has the time or the capacity to deal adequately with the manifold problems of education, if he or she must simultaneously deal with the problems of this nation's health and welfare. The creation of a separate Department of Education will provide a full-time Secretary the opportunity to see that the dollars spent on education are an effective and profitable investment in the future of our youth.

It is my sincere hope that the new Department of Education will reduce this overlap in programs, and at the same time begin the process of de-regulating education.

The creation of the Department of Education will not, by and of itself, cure any of the problems besetting American education today. It will not provide for the automatic amelioration of educational inequity, of school finances, or of educational quality. It will give us the framework in which these problems may be approached with more focused attention. It will provide an opportunity for parents, students, educators, and government officials to combine efforts, rather than duplicating efforts or working at cross purposes. With the diversity and severity of the problems pressing on education today, it is high time this reorganization be brought to completion.

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## STATEMENT OF SENATOR JIM SASSER

Mr. President, I am proud to be a cosponsor of the legislation to create a separate Department of Education. As an original cosponsor of the similar bill which passed the Senate during the 95th Congress, I am pleased to sign my name to the measure which is introduced today.

One of the hallmarks of our 96th Congress will be the emphasis placed on our responsibilities for oversight of the Federal agencies and their programs. In the field of education, our ability to carry out this mission will be considerably enhanced by the creation of a single department to administer programs for education which are now scattered among several Federal agencies.

Current Federal expenditures for education can be more effectively monitored by Congress if they are administered by a single department. We can also hold a Secretary for Education who sits in the President's Cabinet fully accountable for efficiently running the agency.

Roughly $9.5 billion was spent by the Education Division of HEW in 1978. This amount is larger than the budgets for the Departments of Commerce, Interior, Justice, and State. Yet the agency responsible for administering the funds for education is buried within the bureaucracy of a large department which must run other important programs.

Congress is committed to meeting its mandate to see that existing Federal programs are administered wisely and without undue restrictions. The creation of a Department of Education to more effectively and efficiently administer Federal programs for education can help Congress to meet its oversight responsibilities. It is my hope that the Department of Education will become a reality in 1979.

I want to state my strong feeling that my support for this bill is based on its potential to give higher priority and better management to Federal education programs. I do not support a new bureaucracy which would require additional funding for administrative and bureaucratic costs at the expense of our Nation's educational needs and at the expense of our commitment to fiscal restraint.

## Senate Role Position Sheet

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### Opening Statement of Senator David Pryor

If we are to provide the best education possible for our children, we must first establish an education system which is responsive, coordinated, and adequate to meet the educational needs of our country today.

As a cosponsor of S. 210, it is my belief that this legislation will improve our country's education system. It will ensure that education is made a priority on the federal level. There will be better coordination between federal, state, and local educational agencies, and education programs which are now scattered among several federal agencies will be consolidated under one department.

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## OPENING STATEMENT OF SENATOR CARL LEVIN

Mr. Chairman, it is a pleasure for me to express my support for legislation to create a new federal Department of Education.

There is no question Mr. Chairman, that our educational system faces serious problems, and that our federal education bureaucracy, as presently structured, has not been able to cope successfully with them. Polls consistently indicate that the American people perceive the quality of education to be declining. SAT scores are falling. Employers complain more and more vocally that high school, and even college students are graduating without having acquired fundamental reading and writing skills.

With better coordination of non-fragmented programs, and the increased visibility of a Department of Education, the federal government could provide more active leadership and coordination of educational programs, and could help establish an environment in which creative solutions could be devised and implemented by local education authorities.

We have a valued and long-established tradition in this country that control of elementary and secondary institutions should rest in the hands of the local communities that support them. While the federal government has an important role to play in our educational system, it must, in the words of the Bill, "supplement and complement" the activities of other governmental units, not attempt to replace them.

# Senate Role Position Sheet

**Senator Percy.**

Mr. Chairman, I should just like to welcome Jesse Jackson as our first witness today and to indicate to you—and to Reverend Jackson—that we do have opposition in some of the States. This morning I had an early breakfast with the presidents of the Federation of Independent Illinois Colleges and Universities, who are here in Washington and who have taken a position in opposition to a Department of Education. Their fear is, first, that there will be too much Federal control and, second, that elementary and secondary education will get such a large emphasis that postsecondary education would not get adequate attention.

I pointed out to them that we have a panel in these hearings on higher education and that we established legislative history last year that we were not moving in the direction of federalizing education. The record is clear in the Senate. That is not the intention of this Department and we will do everything possible to prevent it.

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### STATEMENT OF SENATOR JAVITS ON DEPARTMENT OF EDUCATION

Mr. Chairman, there exists in the Congress today a great deal of support for upgrading Federal support for education and cultural affairs. This is a sentiment with which I concur; indeed, throughout my career in Congress I have always been a strong advocate for a greater Federal role in this area. However, we must carefully consider whether the extensive reorganization contemplated by this bill, and the establishment of a new Cabinet level department, is the proper mechanism for accomplishing this goal.

I believe that it is important that we not lose sight of the fact that reorganization of the Federal agencies dealing with education is not an end in itself. Rather, this reorganization, like any reorganization, must be judged by carefully examining, in concrete terms, the advantages and disadvantages that will result should the reorganization take place. We must know whether it will solve substantive problems, or merely create new ones. We should also consider whether some middle ground, such as upgrading the status of the Office of Education within HEW, might not be the best immediate course.

I have two additional specific concerns. First, it seems to me that our system of public schools is in grave trouble, particularly in our urban centers. Urban public schools are having great difficulty in teaching fundamental skills, or even maintaining discipline in the classroom. I will need to be convinced that this reorganization will improve the delivery of educational services in our public schools.

Second, during the course of consideration by the Senate last year, large educationally-related programs, such as nutrition programs, and Indian education, that were in the original reorganization bill, were deleted. I think we must examine whether it is worthwhile to proceed without such significant programs included.

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## Statement by Senator Bill Roth

As a cosponsor of S. 210, a bill to create a separate, cabinet level Department of Education, I believe the interests of education in our country would be better served by removal of educational functions from the Department of Health, Education, and Welfare. In that Mt. Everest of bureaucracy, the "H" and the "W" tend to dominate—or even obscure the "E". I can think of nothing else that so affects all Americans as education. It is imperative that this voice be heard. Additionally, in the creation of a separate, cabinet-level Department of Education, the management and coordination of the approximately 300 federal education programs can be substantially improved. The burden on State and local governments of the multiple, duplicative and often conflicting regulations resulting from this fragmentation of the education effort will then be lessened.

It needs to be made explicitly clear—effective management does not mean more control. Language in this bill must leave no room to doubt that we assure the rights, control and prerogatives of State and local governments in the educational process.

If such rights and prerogatives cannot be assured I will withdraw my support from the bill.

No tradition in this country is stronger than local control over schools, and no local governmental function in America is more traditional than education.

The bill establishes an Intergovernmental Advisory Council on Education. The purpose of this council is to conduct studies and make recommendations to the Secretary and the President concerning intergovernmental policies and relations relating to education. It will serve as a forum to bring the opinions and ideas of those persons involved in the educational process to the attention of the Department. From this perspective the Council is a valuable component of the new Department to supplement and complement State and local efforts to meet the Nation's education needs.

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### PREPARED STATEMENT OF SENATOR STEVENS

The Committee recommendation under consideration today includes a provision calling for a study of the administration of Indian Education programs and the possibility of transferring the BIA education programs to the Department of Education.

I object to this provision for a number of reasons. First, numerous studies have already been conducted in this area. As recently as 1976, Dr. Rufus Miles, former Director of Administration for HEW, wrote a report on the creation of a separate Department of Education. In that study he addressed the transfer of the Indian Education programs and concluded that "the new evolving relationship between the federal government and the tribal governments as a result of the Indian Self-Determination Act, must be kept in the hands of the BIA, and not confused by transferring responsibility for the operation of Indian schools to a new inexperienced Department of Education."

He also stated that "as a matter of principle, the Department of Education should not operate schools. If it operated them badly, its top officials would be severely criticised, if it operated them well, department officials would get the notion that they should tell educators all over the country how to operate their schools. Both would be undesirable."

This study was done by Dr. Miles after he had left HEW, so it was a more objective study than one conducted by the administration would be. The Ford Foundation funded this study at a cost of $17,240.

The General Accounting Office has conducted 10 studies in the last three years on the condition of Indian Education with recommendations for improvement. These studies have cost the taxpayers a total of $746,171.

I fail to see how another study will come to any different conclusions than the one's already reached.

Finally, I feel the most important reason for not including a study provision in this bill is that the Indians simply do not want it. They have made it clear that they want Indian Education to remain with the BIA. If we ignore their wishes, we are violating that landmark piece of legislation—the Indian Self-Determination Act.

## OPENING STATEMENT OF SENATOR COHEN

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I am not a cosponsor of S. 210, nor was I cosponsor of the bill in the House last session. And I have yet to be persuaded of the need or the desirability of creating a separate Department of Education. Like my other colleagues who have already spoken, I think there are at least three areas of concern in addition to the one regarding Federal authority over our Nation's schools and whether or not there will be an erosion of the traditional system of State and local control.

First, does any evidence exist to indicate that such a reorganization would actually improve the quality of education in the United States? Second, which programs should be transferred to the new Department? Should the veterans educational programs, the vocational rehabilitation, or the school lunch programs, exactly which ones should be transferred and which ones exempted? Third, at a time when most Americans agree that we need to reduce the size of the Federal bureaucracy, should we be creating a new cabinet level Department?

My concern is that we have witnessed Government grow sort of like a giant amoeba which bloats itself almost to bursting proportions and then simply subdivides into a brand new little amoeba with an increasing bloating of its own.

So I have some serious questions about the desirability or the wisdom of this legislation, but I will attempt to keep an open mind, Mr. Chairman, and follow the hearings with interest.

## STATEMENT OF SENATOR JOHN DANFORTH

On August 6, an article appeared in the Washington Post entitled "Uncle Sam's Growing Clout in the Classroom." The subtitle was "Creating a New Department as a BAckdoor Way to Establish a U. S. Responsibility for Education Itself."

The article begins as follows:

"With virtually no public debate over the central issue at stake, the Carter Administration and the Congress are moving toward creating a federal department of education with the potential to transform the way education is governed in the United States.

"Contrary to widespread belief, the proposed department is not chiefly an issue of reorganizing or consolidating federal education efforts, of increasing the time or money spent on education, or of deciding which existing agency should or should not be absorbed by a new department. Establishing a Cabinet-level department is a backdoor way of creating a national education policy, of breaking with the long tradition of a limited federal involvement in education and of virtually no federal responsibility for schools and colleges themselves."

I want to make clear, speaking for one Senator who ended up voting to report the bill out of the Governmental Affairs Committee and who will vote for the bill on final passage, that this was the main concern I had, going into consideration of the bill: That by consolidating the Federal effort on education we were somehow vesting the Federal Government with a greater role in making decisions for education which heretofore had been made at the local level. And that is something that I think would be a very, very bad step in the wrong direction.

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## TESTIMONY BY THE REVEREND JESSE L. JACKSON, NATIONAL PRESIDENT OF OPERATION PUSH (PEOPLE UNITED TO SAVE HUMANITY)

Thank you very much Senator Ribicoff for the opportunity to share with you and this committee my endorsement and point of view on a separate Cabinet level Department of Education. I also want to commend the ranking minority member of this committee, Senator Charles Percy from my home state of Illinois, on the outstanding work he has done and the support he has given you on this effort.

First, education must be seen and then structurally and administratively institutionalised so as to make education important and a national focus and priority.

Secondly, equal educational opportunity must be guaranteed to every person in this society through effective, consistent and strong enforcement of the laws designed to assure such opportunity.

Thirdly, much more emphasis should be focused on parent, student and community involvement in the educational process. Presently education is too isolated from these elements and the result is obvious and devastating in numerous ways--from increased vandalism to lower academic achievement to the weakening of public financial support for public education.

We commend President Carter for strongly supporting a separate Department of Education. After more than a century of struggle around this issue he has promised to give it his strong support and assures us that to the best of his ability he will see to it that it becomes law before the end of this session of the 96th Congress. In my judgment a separate Department would represent the single most important legislative achievement in the field of education since the Elementary and Secondary Education Act was passed a decade ago.

It is beyond debate that a department that spends in excess of $180 billion dollars (as HEW does), with the smallest amount of the $180 billion being spent on the "E" in HEW, that element will not get the kind of focus and priority attention from a Secretary—no matter how good or committed or concerned he or she may be about education—that education deserves.

A separate department for education would help attract good people to come to high level positions and stay long enough to make a difference; reduce duplication of effort; improve coordination; increase the effectiveness of the federal government as a support mechanism for state, local and private education; would reduce the bureaucracy and improvement through a streamlined organizational structure of manageable size; would enhance reporting and accountability in education; would reduce financial waste and thus assure that our tax dollars are spent more effectively and efficiently; and would give education a separate and strong voice at the highest levels of our government.

In addition, by lifting education to Cabinet status it would become more accountable to Congress, parents, teachers, students, local officials, private institutions and the press. A Department of Education would increase the visibility and status of education and related programs. The challenge of education today can only be met with significant public involvement and support, which requires strong leadership, a commitment to public participation in the highest levels of policy-making, and visible, responsive administration. A Secretary would provide the opportunity for that advocacy and leadership.

So Operation PUSH supports the creation of a separate Department of Education because it enhances education as a national priority; provides for stronger enforcement of equal educational opportunity; and recognizes, calls for and provides for the support of the total community in the education process.

PREPARED STATEMENT OF MS. JOANNE GOLDSMITH, CHAIRPERSON, GOVERNMENTAL AFFAIRS COMMITTEE, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE, I AM JOANNE GOLDSMITH, GOVERNMENTAL AFFAIRS COMMITTEE CHAIPERSON FOR THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION. I AM ALSO A MEMBER OF THE MARYLAND STATE BOARDS OF EDUCATION. I AM HERE TO REAFFIRM MY ORGANIZATION'S COMMITMENT TO YOUR BILL. WE VIEW IT AS A MAJOR PRIORITY ON OUR ORGANIZATION.

THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION REPRESENTS LAY GOVERNANCE BOARDS IN 47 OF THE 50 STATES AND 4 TERRITORIES. NASBE REPRESENTS THOSE WHO BRING A STRONG STATE PERSPECTIVE TO EDUCATION. IT SERVES AS A LEADERSHIP AND INFORMATION CONDUIT FOR THE STATES OF OUR COUNTRY IN ALL AREAS OF EDUCATIONAL CONCERN.

WE FEEL THAT A CABINET POSITION FOR A DEPARTMENT OF EDUCATION WILL PROVIDE A BASE FOR NATIONAL LEADERSHIP IT WILL ALSO INCREASE THE VISIBILITY AND ATTENTION WHICH MUST BE GIVEN TO EDUCATIONAL CONCERNS AND NEEDS AT THE FEDERAL LEVEL AND ASSISTANCE AT THE STATE LEVEL. S-210, REASSURES US THAT THE THRUST OF SUCH A CABINET POSITION WOULD NOT NECESSARILY ESTABLISH MORE BUREAUCRACY, BUT WOULD LEND TOWARD THE INTEGRATION OF NATIONAL, STATE AND LOCAL CONCERNS SO THAT EDUCATION WILL BE VIEWED TOTALLY RATHER THAN THROUGH ISOLATED AND UNCOORDINATED APPROACHES.

THERE IS ONE CONCERN WHICH I WOULD LIKE TO ADDRESS TODAY. THAT CONCERN RELATES TO THE ROLE OF THE STATES IN EDUCATION. WE ARE STRONG ADVOCATES OF STATES' RIGHTS. HISTORY HAS PROVEN TO ALL OF US THAT THE RESPONSIBILITY FOR EDUCATION HAS ALWAYS BEEN PLACED AT THE STATE LEVEL. IT IS THE AMERICAN WAY OF LIFE. CONTINUALLY, WE HAVE SEEN SUCCESSFUL EFFORTS BY OUR CITIZENS TO MAKE EDUCATION RELEVANT TO LOCAL NEEDS AND TO BRING IT TO THEIR NEIGHBORHOODS AND THEIR HOMES. IT IS THIS DIVERSITY AND INDIVIDUALISM THAT COMES FROM OUR NEIGHBORHOODS AND COMMUNITIES THAT MAKES OUR EDUCATIONAL SYSTEM ONE OF THE GREATEST IN THE WORLD. THIS HAS BEEN SUPPORTED AND JUSTIFIED BY OUR CITIZENS THROUGH THE EXPENDITURE OF OVER 38% OF OUR STATE BUDGETS FOR LOCAL AND STATE EDUCATION PROGRAMS. EDUCATION IS NOT SOMETHING WHICH HAS BEEN DELEGATED AWAY FROM THE STATE GOVERNMENTS. IT HAS RESIDED — AND WE WANT IT TO CONTINUE TO RESIDE -- WITH THE STATE AND LOCAL BOARDS OF EDUCATION THROUGH THEIR CITIZENS AND THE CONSUMERS.

THE SUPREME COURT, ON NUMEROUS OCCASIONS, HAS INDICATED THAT THE TENTH AMENDMENT PROTECTS THIS RIGHT. THEY HAVE RULED THAT "CONGRESS MAY NOT EXERCISE THAT POWER SO AS TO FORCE DIRECTLY UPON THE STATES ITS CHOICES AS TO HOW ESSENTIAL DECISIONS SHOULD BE MADE." YOUR BILL, ALTHOUGH IT ESTABLISHES A BOLD FEDERAL THRUST RESPECTS THAT SOVEREIGNTY. THE BILL CLEARLY INDICATES YOUR INTENT WHEN IT STATES: "THAT IT IS THE PURPOSE OF THE ACT TO ESTABLISH A DEPARTMENT OF EDUCATION IN ORDER TO SUPPLEMENT AND COMPLEMENT THE EFFORTS OF STATE AND LOCAL GOVERNMENTS." FURTHER, IT ACKNOWLEDGES "THE RIGHTS OF THE STATES TO FORMULATE POLICIES, CHOOSE CURRICULUM, DECIDE ADMINISTRATIVE QUESTIONS, AND CHOOSE

PROGRAM CONTENT WITH RESPECT TO THEIR EDUCATIONAL PROGRAMS." I FEEL THESE ASSURANCES ATTEMPT TO MEET OUR CONCERN.

WE DO DESIRE SOME ADDITIONAL ASSURANCES. WE ARE SEEKING LANGUAGE TOWARD THE FOLLOWING PREMISES:

(1) THAT ALL DECISIONS CONCERNING EDUCATIONAL GOVERNANCE STRUCTURES, PROGRAMS, AND PRIORITIES BE LEFT IN THE HANDS OF THE INDIVIDUAL STATES;

(2) THAT THE CONGRESS, AND THE AGENCIES WHICH IT CONTROLS, RECOGNIZE THE CONSTITUTIONAL ROLE AND THE RESPONSIBILITIES PLACED UPON STATE BOARDS OF EDUCATION AND OTHER STATE GOVERNANCE STRUCTURES;

(3) THAT IN ACKNOWLEDGMENT OF SUPREME COURT DECISIONS, THE PRIMARY AUTHORITY FOR EDUCATION RESIDES AND REMAINS AT THE STATE LEVEL;

(4) THAT THE DELEGATION AND AUTHORITY FOR EDUCATION IN THE LOCAL SCHOOL DISTRICTS HAS BEEN DEFINED BY THE STATE LEGISLATURES AND STATE BOARD OF EDUCATION AND THAT IT CONTINUE TO BE ADMINISTERED IN THAT MANNER; AND,

(5) THAT ANY FEDERAL GOVERNMENT POLICIES WHICH IMPACT ON STATES THROUGH LEGISLATION, RULES AND REGULATIONS, BE CONSISTENT WITH CONSTITUTIONAL INTENT.

ANOTHER FRUSTRATION I HAVE EXPERIENCED RELATES TO THE MULTITUDE OF FEDERAL AGENCIES WITH WHOM A STATE BOARD OF EDUCATION MEMBER MUST COMMUNICATE. THE AGENCIES INVOLVED ARE NUMEROUS AND HAVE UNRELATED ADMINISTRATIVE PROCEDURES. I HAVE DEALT WITH THE DEPARTMENT OF AGRICULTURE, THE OFFICE OF EDUCATION, THE DEPARTMENT OF DEFENSE, THE ENERGY DEPARTMENT, HEAD START, AND A VARIETY OF OTHER FEDERAL AGENCIES. VERY FEW TIMES HAVE I FOUND THAT THOSE AGENCIES COORDINATE THEIR OWN ACTIVITIES. IT IS MY CONTENTION THAT SOME FORM OF AGENCY CONSOLIDATION THROUGH A DEPARTMENT OF EDUCATION WIL ELIMINATE THIS MYRIAD OF RESPONSIBILITIES, AND THAT SUCH A CONSOLIDATION WILL BRING MEANINGFUL WORKING RELATIONS BETWEEN THE STATE EDUCATIONAL GROUPS AND THE FEDERAL GOVERNMENT.

SECTION #213 OF S-210 WOULD ESTABLISH WITHIN THE NEW DEPARTMENT AN ADVISORY COMMITTEE TO BE KNOWN AS THE INTERGOVERNMENTAL ADVISORY COMMITTEE ON EDUCATION. IT IS OUR FEELING THAT SUCH A COMMITTEE IS NEEDED TO ASSURE STATE AND LOCAL INPUT. THE PROPOSED 22-MEMBER TASK FORCE HAS WITHIN ITS COMPOSITION REPRESENTATION FROM ALL INVOLVED IN EDUCATION. WE SUPPORT THE PARTICIPATION OF EIGHT MEMBERS BEING SELECTED FROM MEMBERS OF THE STATE GOVERNORS, LEGISLATORS, THE BOARDS OF EDUCATION AND CHIEF EDUCATION OFFICERS. THE COUNCIL WILL ALSO BRING TOGETHER OTHER INVOLVED IN EDUCATION INCLUDING THE PARENTS, TEACHERS, STUDENTS, OFFICIALS, LOCAL BOARDS OF EDUCATION, ADMINISTRATORS, ETC. THIS IS MOST ASSURING.

WE HAVE A CONCERN IN REGARD TO THE FUNCTIONS OF THE COUNCIL. WE FEEL THAT THE FUNCTIONS ARE TOO BROADLY DEFINED AND DO NOT GO MUCH BEYOND THE PRESENT PROCEDURES USED FOR PUBLIC INVOLVEMENT. WE FEEL THAT MORE ATTENTION MUST BE GIVEN TO THE FUNCTIONS OF

THAT COUNCIL SO THAT THE RELATIONSHIPS WHICH WILL EXIST BETWEEN THE NEWLY-FORMED DEPARTMENT AND THE STATES WOULD GIVE STATES MORE INPUT INTO DECISION MAKING. MORE EMPHASIS IS NEEDED IN THE COUNCIL'S FUNCTIONS AS THEY RELATE TO INTERGOVERNMENTAL RELATIONS WITH THE OTHER POLICYMAKERS AND DECISION MAKERS IN EDUCATION.

FURTHER, IN ORDER FOR THE COUNCIL TO BE TRULY EFFECTIVE, WE FEEL THAT THERE SHOULD BE, WITHIN THE DEPARTMENT ITSELF, AN OFFICE HAVING RESPONSIBILITY FOR THE COUNCIL'S ACTIVITIES. WE RECOMMEND THAT A DEPUTY UNDERSECRETARY FOR INTERGOVERNMENTAL RELATIONS, BE ESTABLISHED TO ASSURE THAT THE DEPARTMENT HAS CLOSE LIAISON WITH THE COUNCIL.

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TESTIMONY BEFORE THE SENATE COMMITTEE ON GOVERNMENTAL AFFAIRS
ON "THE DEPARTMENT OF EDUCATION ACT OF 1977" (S. 210)
IN BEHALF OF THE COMMITTEE ON EDUCATION
UNITED STATES CATHOLIC CONFERENCE

Mr. Chairman and Members of the Committee:

I am Monsignor Wilfrid H. Paradis, Secretary for Education of the United States Catholic Conference which is the executive agency of the Catholic Bishops of the United States. I am testifying in behalf of the U.S. Catholic Conference Committee on Education which has the responsibility for recommending policy positions on educational matters.

The Catholic community in this country consists of approximately 49 million persons, and includes 14.8 million children and youth of elementary and high school age. Approximately 3.5 million are enrolled in some 11,000 Catholic elementary and secondary schools. These statistics alone are ample evidence of our serious concern for both public and private education.

Consequently the Catholic community has a vital interest in how federal elementary and secondary education programs are administered. This interest is magnified by the fact that most of the federal elementary and secondary education statutes have requirements to provide equitable benefits and services to eligible children and youth attending Catholic and other nonpublic schools as well as to those enrolled in the public school system.

The USCC Committee on Education which is a high level policy advisory board has concluded after considerable study, discussion, and consultation, that there is no clear justification for the creation of new cabinet level Department of Education within the Federal Government. Consequently, the Committee reaffirms a long standing U.S. Catholic Conference position in opposition to the creation of a Department of Education.

There are a number of reasons for opposing the establishment of a separate cabinet level Department of Education. I would like to share a few of these with this Committee.

We believe that the education of children and youth is primarily a parental responsibility. This responsibility has traditionally been shared between the home and local school authorities who are responsive to the rights and the wishes of the parents. This relationship among home, school and community which has been forged over the years,

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and generally characterized by mutual concern, trust, and collaboration, has proven to be an asset to the individual family and to U.S. society at large. There is good reason to fear that a new Department of Education will further increase federal interference in both public and private education in areas that rightfully belong to parents and the local community.

We also believe that the decision to establish a cabinet-level Department of Education in itself is a policy decision which apparently has been made merely to make good on a political campaign promise and with little or no public discussion and debate on this important issue. The consequent result of this hasty decision will be the creation of an executive office where basic responsibility will be to formulate future national policies dealing with education and education related issues thus gradually eroding the policy making responsibilities of State and local communities.

We are also disturbed by the continued development of a philosophy of education which runs counter to the nation's traditional acceptance of and respect for pluralism in education, that is that it is wholesome and advantageous for this country to have a diversity of schools in addition to public schools. This, also, touches upon the rights of parents to select the type of education they want for their children and youth within a minimum of carefully and sensitively established parameters set by the government. This trend could well be continued and even accelerated if, as it is feared, the new Department becomes dominated by public school interest groups almost exclusively committed to public school education and with little understanding for and appreciation of the value and rights of nonpublic education. Such a result would neither be in the best interest of the country, nor would it contribute to the health and vitality of education in our pluralistic society.

The major arguments proffered by the proponents of a Department of Education is that such a department would raise education to the level of prominence it justly merits and that the funding of education by the Federal government would be increased.

We support the proposition that there is a need to strengthen the position of education as a national concern among competing federal priorities. However, we do not agree that creating a separate Department of Education is the appropriate means of achieving these goals. We are of the opinion that these objectives could readily be accomplished through a creative reorganization within the Department of Health, Education and Welfare. This approach would have the additional merit of insuring the necessary coordination of welfare and health benefits with those of education as they impact upon the local community.

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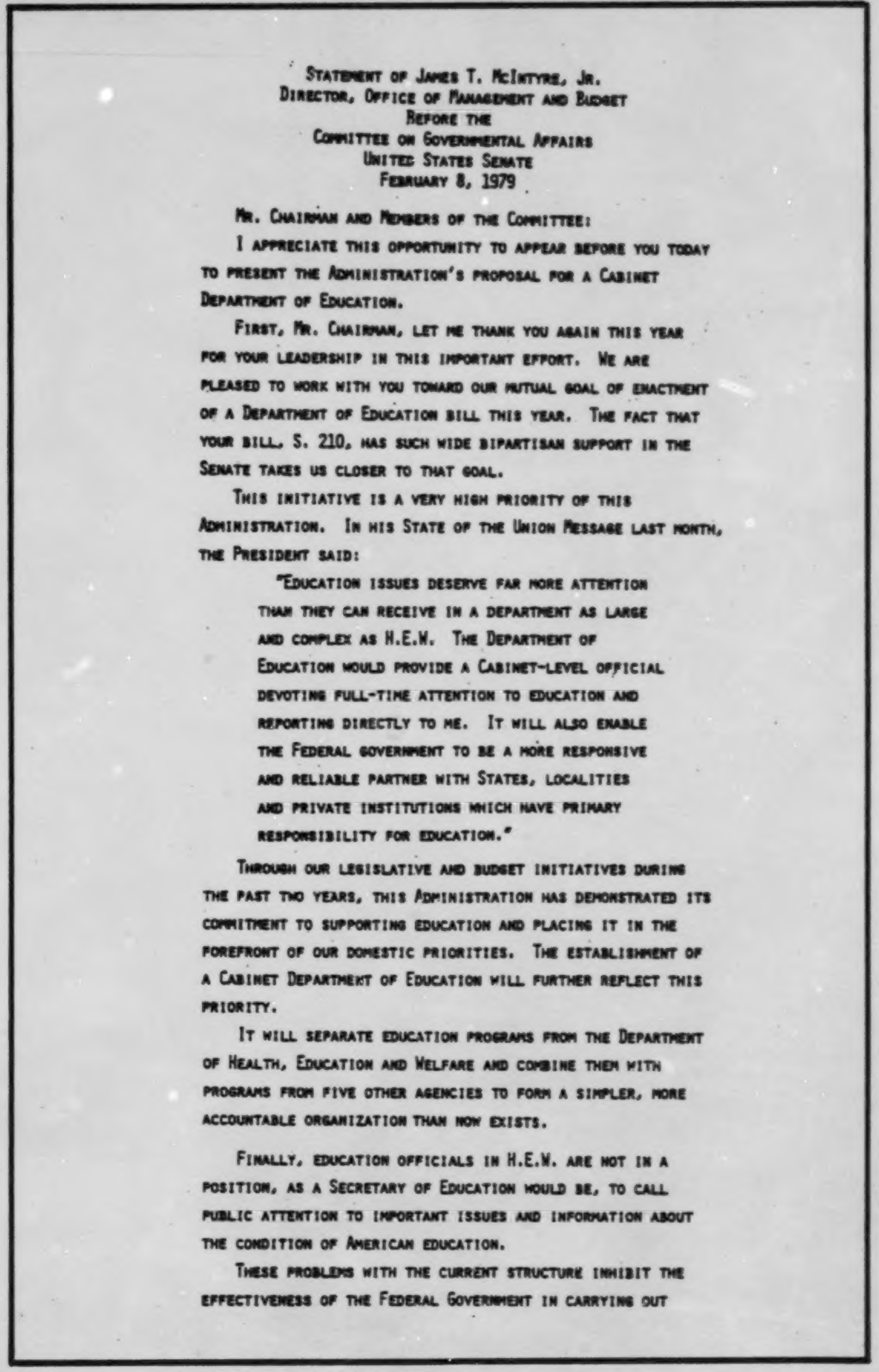
We also agree with the proposition that there is a need for increased federal financial assistance to elementary and secondary education. Currently, the Federal expenditures for education programs amounts to only 8% of the Federal Budget. This figure has consistently held at this level over the past several years despite all efforts on the part of the education community to have the Administration increase the percentage of the federal educational assistance. There is no guarantee, then, that the Federal share of the cost of education will be any greater because of a separate Department. In fact we contend that the creation of a separate Department of Education in order to give education greater prominence and visibility would result in greater federal expenditures solely to maintain a high level bureaucracy; this would also result in a diminution of funds for educational programs for needy children. Consequently, we see no clear evidence that a cabinet-level Department of Education would result in either greater educational benefits to children or that these same benefits would be provided at less cost.

A recent Gallup Poll (February 1978, Report #151) on this particular issue reports that 45% of those Americans questioned are opposed to a separate Department of Education. A even higher percentage of the respondents opposing a separate Department are the poor, minority, and inner city residents. We seriously question whether there is a clear mandate for a separate Department of Education from the electorate. We have not even seen any evidence of widespread grassroots interest or support among professional educators. On the contrary, this appears to be simply the product of a few well organized and articulate national lobbying organizations.

In the light of our concerns, we would need to see more compelling evidence that the creation of a separate Department is justified. We have seen no such evidence. Nothing we have heard so far has convinced us of the advantages of a separate Department without such conviction, we cannot support the enactment of S. 210.

In conclusion, the Committee on Education urges a reorganization of the present Office of Education in preference to the establishment of a cabinet level Department of Education and offers the services of its staff to assist in accomplishing the task for the benefit of both public and private school students.



STATEMENT OF JAMES T. MCINTYRE, JR.
DIRECTOR, OFFICE OF MANAGEMENT AND BUDGET
BEFORE THE
COMMITTEE ON GOVERNMENTAL AFFAIRS
UNITED STATES SENATE
FEBRUARY 8, 1979

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I APPRECIATE THIS OPPORTUNITY TO APPEAR BEFORE YOU TODAY TO PRESENT THE ADMINISTRATION'S PROPOSAL FOR A CABINET DEPARTMENT OF EDUCATION.

FIRST, MR. CHAIRMAN, LET ME THANK YOU AGAIN THIS YEAR FOR YOUR LEADERSHIP IN THIS IMPORTANT EFFORT. WE ARE PLEASED TO WORK WITH YOU TOWARD OUR MUTUAL GOAL OF ENACTMENT OF A DEPARTMENT OF EDUCATION BILL THIS YEAR. THE FACT THAT YOUR BILL, S. 210, HAS SUCH WIDE BIPARTISAN SUPPORT IN THE SENATE TAKES US CLOSER TO THAT GOAL.

THIS INITIATIVE IS A VERY HIGH PRIORITY OF THIS ADMINISTRATION. IN HIS STATE OF THE UNION MESSAGE LAST MONTH, THE PRESIDENT SAID:

> "EDUCATION ISSUES DESERVE FAR MORE ATTENTION THAN THEY CAN RECEIVE IN A DEPARTMENT AS LARGE AND COMPLEX AS H.E.W. THE DEPARTMENT OF EDUCATION WOULD PROVIDE A CABINET-LEVEL OFFICIAL DEVOTING FULL-TIME ATTENTION TO EDUCATION AND REPORTING DIRECTLY TO ME. IT WILL ALSO ENABLE THE FEDERAL GOVERNMENT TO BE A MORE RESPONSIVE AND RELIABLE PARTNER WITH STATES, LOCALITIES AND PRIVATE INSTITUTIONS WHICH HAVE PRIMARY RESPONSIBILITY FOR EDUCATION."

THROUGH OUR LEGISLATIVE AND BUDGET INITIATIVES DURING THE PAST TWO YEARS, THIS ADMINISTRATION HAS DEMONSTRATED ITS COMMITMENT TO SUPPORTING EDUCATION AND PLACING IT IN THE FOREFRONT OF OUR DOMESTIC PRIORITIES. THE ESTABLISHMENT OF A CABINET DEPARTMENT OF EDUCATION WILL FURTHER REFLECT THIS PRIORITY.

IT WILL SEPARATE EDUCATION PROGRAMS FROM THE DEPARTMENT OF HEALTH, EDUCATION AND WELFARE AND COMBINE THEM WITH PROGRAMS FROM FIVE OTHER AGENCIES TO FORM A SIMPLER, MORE ACCOUNTABLE ORGANIZATION THAN NOW EXISTS.

FINALLY, EDUCATION OFFICIALS IN H.E.W. ARE NOT IN A POSITION, AS A SECRETARY OF EDUCATION WOULD BE, TO CALL PUBLIC ATTENTION TO IMPORTANT ISSUES AND INFORMATION ABOUT THE CONDITION OF AMERICAN EDUCATION.

THESE PROBLEMS WITH THE CURRENT STRUCTURE INHIBIT THE EFFECTIVENESS OF THE FEDERAL GOVERNMENT IN CARRYING OUT its responsibilities in the education area. Some have suggested an Under Secretary of Education in H.E.W. as an alternative to a Cabinet Department. The President considered this option more than a year ago and rejected it as not good enough for education.

Unlike a Secretary of Education, an Under Secretary would not be directly accountable to the President, the Congress, or the public. Creation of an Under Secretary of Education in H.E.W. would further complicate staff and line authority in that complex Department. An Under Secretary would not be as effective as a Secretary in achieving useful interdepartmental cooperation or access to the press and other important channels of information. In sum, we believe that a Cabinet Department is the best organization structure for education programs.

Mr. Chairman, I would like to offer some comments and suggestions on the programmatic content and structure of the Department of Education.

We share a common view of the essential program components of the Department of Education. The Administration's proposed Department includes more than 150 programs with a budget of approximately 13.5 billion dollars, larger than five other departments. The nucleus of the new Department will be the entire Education Division of H.E.W. We agree that the following programs should also be included in the new Department.

- Education-related activities of the Office for Civil Rights at HEW;
- Overseas Dependents' schools of the Department of Defense;
- Certain science education programs of the National Science Foundation;
- Nursing and health professions scholarship and loan programs of the Public Health Service, HEW;
- Law Enforcement Scholarship and Internship programs of the Department of Justice;
- The College Housing Program of the Department of Housing and Urban Development;
- Special Institutions, for which HEW has budgetary oversight, including Howard University, Gallaudet College, the American Printing House for the Blind and the National Technical Institute for the Deaf;

- THE TELECOMMUNICATIONS NONBROADCAST DEMONSTRATION PROGRAM, H.E.W.; AND
- THE UNITED STATES DEPARTMENT OF AGRICULTURE GRADUATE SCHOOL.

LET ME COMMENT ON TWO DIFFERENCES BETWEEN THE PROGRAMMATIC CONTENT OF OUR PROPOSAL AND S. 210.

FIRST, THE ADMINISTRATION'S PROPOSAL INCLUDES TWO MIGRANT EDUCATION PROGRAMS, NOT INCLUDED IN S. 210, WHICH PROVIDE ASSISTANCE TO MIGRATORY AND SEASONAL FARMWORKERS AND THEIR CHILDREN TO COMPLETE HIGH SCHOOL AND TO ATTEND POST-SECONDARY INSTITUTIONS. WE BELIEVE THAT THESE PROGRAMS WILL BE MORE EFFECTIVE IF THEY ARE LOCATED WITH OTHER EDUCATION PROGRAMS DESIGNED TO ASSIST STUDENTS FROM LOW INCOME FAMILIES.

SECOND, UNLIKE S. 210, THE ADMINISTRATION'S PROPOSAL DOES NOT INCLUDE THE VOCATIONAL REHABILITATION PROGRAM. WE RECOGNIZE THAT THERE ARE ARGUMENTS FOR AND AGAINST TRANSFERRING THE VOCATIONAL REHABILITATION PROGRAM TO THE DEPARTMENT OF EDUCATION. ON BALANCE WE BELIEVE THAT THE RELATIONSHIP BETWEEN THIS PROGRAM AND HEALTH AND INCOME MAINTENANCE PROGRAMS IN H.E.W. IS STRONGER THAN THAT WITH THE EDUCATION PROGRAMS. WE REALIZE, HOWEVER, THAT THERE IS MUCH SUPPORT FOR THIS TRANSFER AMONG MEMBERS OF YOUR COMMITTEE AND AMONG INTERESTED GROUPS AND INDIVIDUALS. WE ARE CERTAINLY WILLING TO PURSUE THIS WITH THE COMMITTEE.

MR. CHAIRMAN, WE SHARE YOUR CONCERN ABOUT THE NEED FOR FURTHER CONSULTATION AND REVIEW OF THE INDIAN EDUCATION PROGRAMS OF THE DEPARTMENT OF INTERIOR AND WHETHER THEY SHOULD BE INCLUDED IN THE DEPARTMENT OF EDUCATION. WE PLAN TO BEGIN OUR CONSULTATIONS WITH THE INDIAN TRIBES IMMEDIATELY.

LET ME TURN NOW TO THE MAJOR PURPOSES OF A DEPARTMENT OF EDUCATION. WE BELIEVE STRONGLY THAT SEVERAL MAJOR GOALS SHOULD BE DIRECTLY REFLECTED IN THE STRUCTURE OF THIS DEPARTMENT. THEY ARE:

FIRST, TO STRENGTHEN THE FEDERAL COMMITMENT TO ENSURING EQUAL EDUCATIONAL OPPORTUNITY FOR EVERY AMERICAN;

SECOND, TO IMPROVE THE MANAGEMENT AND ACCOUNTABILITY OF FEDERAL EDUCATIONAL ACTIVITIES;

THIRD, TO SUPPORT MORE EFFECTIVELY STATE AND LOCAL GOVERNMENTS AND PRIVATE INSTITUTIONS IN CARRYING OUT THEIR RESPONSIBILITIES; AND

FOURTH, TO PROMOTE IMPROVEMENTS IN THE QUALITY AND USEFULNESS OF EDUCATION THOUGH RESEARCH AND INFORMATION.

There are several other features of our proposal that I would like to note:

First, we believe that the Department of Education bill should contain specific language which prohibits Federal control over education policies and decisions that are properly the responsibility of States, localities and public and private institutions.

Second, rather than assigning responsibility for Intergovernmental Relations to an Assistant Secretary, as S. 210 does, we suggest assigning responsibility for intergovernmental relations to the Under Secretary. This responsibility would involve liaison with the States, localities and their educational institutions and the day-to-day monitoring of the impact of Federal education activities, including programs and regulations, on State and local governments. Of course, the Under Secretary would also perform whatever other management and program responsibilities the Secretary chooses to assign.

Third, we agree with the creation of an Intergovernmental Advisory Council as a forum for discussing educational issues. It should be charged with monitoring Federal educational activities and their impact on State and local governments and private institutions. The Advisory Council should submit a biennial report that will review these issues and assess compliance with the prohibition against Federal control of education that I just described.

Our proposed membership of the Council differs slightly from that in S. 210. We propose 20 members appointed by the President -- six elected State and local officials with general government responsibility; five representing public and private elementary and secondary education; five representing public and private postsecondary education; and four representing the public.

Finally, Mr. Chairman, I want to discuss briefly the costs and savings associated with the establishment of a Department of Education.

The cost of setting up the Department, 10 million dollars during the first full year of opearation, will be off-set by the savings that result from the elimination of unnecessary overhead and duplicative staff functions in the Office of the Secretary of H.E.W. and in the Education Division. For example, the staff functions for congressional affairs, planning, budget and evaluation presently scattered among various levels of H.E.W. and the Education Division, can be consolidated. In the long run we expect additional savings through improved financial management systems geared specifically to education programs and more efficient program administration.

Mr. Chairman, my staff and I look forward to working closely with you and the Committee, and to the swift passage of this important legislation by the Senate and the House of Representatives.

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## Senate Role Position Sheet

STATEMENT OF ROGER H. ZION,
Legislative Representative
NATIONAL ASSOCIATION OF PROFESSIONAL EDUCATORS
900 Seventeenth Street, N. W., Suite 300
Washington, D. C. 20006

Gentlemen, I appreciate the opportunity to speak on behalf of the National Association of Professional Educators.

I have also been authorized to represent the views of the Indiana and Texas Professional Educators, separate organizations with interests similar to that of N. A. P. E.

We are unalterably opposed to the creation of a separate Department of Education.

The educational process has been seriously hampered by having too many barriers between the student and teacher and between the school board and the scholastic program. S-210 would compound this problem by imposing the additional twin threats of more bureaucracy and more big union interference with the educational process.

In response to a questionnaire last December, only 7% of the members of N. A. P. E. felt that we should advocate a separate U. S. Department of Education.

Their opposition is based on the fear of the oppressive power of big government and big unions. All segments of our population are concerned with too much big brother government, so our comments are directed to the second aspect--too much power in the hands of a few powerful labor leaders.

In a recent article by James Kilpatrick it was pointed out that a new Department of Education, in addition to increasing bureaucracy and cost, would be "little more than an extension of the N. E. A."

The bosses of the National Education Association favor forced bussing of students. 99% of our members oppose forced bussing.

The N. E. A. wants compulsory unionism and teacher strikes. Our members favor the right to join or refrain from joining unions and they consider strikes as unprofessional conduct.

The N. E. A. favors a federal, union bossed, policy of determining teacher wages, conditions of employment, classroom size, tenure, textbooks, etc. Our members are convinced that local school boards and local educators should determine these conditions for local students.

An article in Reader's Digest last year was titled "The NEA: A Washington Lobby Run Rampant." It pointed out that "the drive for power, nationwide, by this huge and aggressive teachers union provides a classic study of how special-interest politics can overwhelm the public interest."

Gentlemen: Let's not establish a new separate Department of Education. The education of our young people is the most important single factor that will determine whether or not our basic American principles can survive. Added taxes, added bureaucracy, and added control by union bosses may be more than our educational system can stand.

**LESSON TOPIC:** Senate Leadership

**GRADE LEVEL:** Secondary

**CONCEPTS:** Leadership

**TERMS:** Majority leader, President of the Senate, President Pro tempore

**OBJECTIVES:** Students will be able to:

1. Identify the powers of Senate leadership positions.
2. Decide which position is potentially the most influential and powerful.
3. Discuss the powers of the majority leader, President of the Senate, President pro tempore

**MATERIALS:** Handout: "Powers of Senate Leadership"

**PROCEDURE:**

1. Included in a study of the legislative process, the teacher could use Handout, "Powers of Senate Leadership." Pass this out to students and ask them to review the powers of each leadership position and decide which position is potentially the most influential and powerful.
2. The teacher should have the students discuss why they feel their choice would be the most powerful. The majority leader of the Senate would be the best choice.

## Powers of Senate Leadership

1. President of the Senate (Vice President)
    - a. Recognizes members for debate and introduction of bills, amendments, and motions
    - b. Decides points of order
    - c. Appoints Senators to conference committees based on the advice of party leaders
    - d. Enforces decorum
    - e. Administers oaths and affirmations
    - f. Appoints members of select committees.
    - g. Votes only if there is a tie
2. President Pro Tempore
    - a. Recognizes members for debate and introduction of bills, amendments, and motions
    - b. Decides points of order
    - c. Appoints Senators to conference committees based on the advice of party leaders
    - d. Enforces decorum
    - e. Administers oaths and affirmations
    - f. Appoints members of select committees
    - g. Can appoint a substitute to replace him in the chair
    - h. Votes on all matters
3. Majority Leader
    - a. Can give standing committees permission to meet while the Senate is in session
    - b. Can increase the size of committees temporarily in order to give the majority party a majority of the membership of all standing committees
    - c. Can have proposed legislation referred to two or more committees jointly or sequentially
    - d. Reviews the committee system on a continuing basis
    - e. Can waive the requirement that a measure reported from committee may not be considered by the Senate unless the report has been available to Senators for at least three calendar days (excluding Saturday, Sunday, and legal holidays)
    - f. Has funds appropriated for the office of majority leader
    - g. Works in carrying out the party's legislation
    - h. Aids members of party
    - i. Advises Senators on when to participate in debate, committee assignments to be sought, appointments desired, passage of legislation, confirmation of nominations and desired action by President
    - j. Works as the cement that holds his group together
    - k. Has preferential recognition by the Presiding Officer
    - l. Is the ex-officio chairman of all of the party's policymaking and organizational bodies if in the Democratic Party; is an ex-officio member in the Republican Policy Committee if in the Republican Party
    - m. Directs the enactment of a legislative program, for example, decides when the Senate body meets, schedules roll call votes, reduces the number of roll calls votes when possible, meets with chief counsels and staff directors of committees to work out schedules of committee meetings to avoid conflicts, organizes how and when bills are presented to the Senate

n. Deals with all procedural questions on the floor
o. Keeps his membership currently advised as to proposed action on pending measures
p. Keeps in constant tough with the chairmen of committees
q. Can bar action on bills on a particular day
r. Remains continuously on the floor when Senate is in session
s. Presents organizational motions at the beginning of a new Congress
t. Makes motions on day-to-day Senate operations (e.g., to recess or adjourn)
u. Receives and escorts the President at the Capitol

**LESSON TOPIC:** Georgia Court System, U.S. Court System

**GRADE LEVEL:** Secondary

**CONCEPTS:** Courts, jurisdiction

**TERMS:** Original, appellate, Georgia Supreme Court, Georgia Court of Appeals, Superior Court, State Court, Juvenile Court, Probate Court, Justice of the Peace Court, Municipal Court, U.S. Supreme Court, U.S. Court of Appeals, District Court

**OBJECTIVES:** Students will be able to:

1. List state and federal courts using a telephone directory.
2. Collect information on the jurisdiction of state and federal courts using a telephone directory.
3. Discuss the courts and their jurisdiction in the state and federal court system.
4. Decide to which court a person would go given a specific situation.
5. Explain the differences between original and appellate jurisdiction.
6. Match statements about the federal courts with the appropriate court being described.

**MATERIALS:** *Supreme Court of Georgia*—a booklet prepared in 1978 by Joline B. Williams, clerk; this free booklet can be obtained by calling the clerk's office, 404/656-3470.

Handouts: "Courts and their Jurisdiction," "Fact Sheet–Georgia Court System," "Fact Sheet–U.S. Court System," "Situation–Which Court?," "Article III," "Federal Courts," "Where Should the Case Be Heard?".

Transparencies: "The Georgia Court System," and "The U.S. Court System."

**PROCEDURE:**

1. As a preparation for and introduction to this lesson, have students do the following homework assignment–Using your telephone book, list on Handout "Courts and Their Jurisdiction" all of the courts available to a Fulton County resident in the Georgia Court System and in the U.S. Court System. Based only on the information found in the telephone directory also have students include what they think is the jurisdiction of each court (the kinds of cases the court has the power to deal with). Handouts "Fact Sheet–Georgia Court System," and "Fact Sheet–U.S. Court System" provide fact sheets on this information. Although they should not be given to the student at this time, they may be helpful to the teacher now.
2. In class using the completed Handout "Courts and their Jurisdiction" students should be asked for the names of courts found by looking in the telephone book. On the chalkboard, the teacher should write "Georgia Court System" and "U.S. Court System." For each court name the student should indicate which system it should be listed under and what types of cases are dealt with in this court (jurisdiction); this should be written on the chalkboard. When this has been completed, show transparency, "The Georgia Court System." After students have looked at the diagram, noting where each court is located, discuss (starting at the lower levels working up) each court using the information on handout "Courts and their Jurisdiction". The same should be done with transparency "The U.S. Court System." Be sure students understand the difference between original and appellate jurisdiction. Students should understand that most judicial opinions in

appellate cases are based on prior court decisions. At the conclusion to this part of the lesson, the teacher could distribute Handouts, "Fact Sheet–Georgia Court System," "Fact Sheet–U.S. Court System" to be reviewed for homework that night.

3. The next day, students could play the game "Situation–Which Court?" Have students divide into groups of two or three. Pass out handout "Situation–Which Court?" Be sure it is turned down so students cannot read it. Instruct the students that only one hand out must be turned in per group. For each situation on the sheet, the students should write the name of the court to which the individual would go. No notes can be used. When an appropriate amount of time is up, as designated by the teacher, all sheets must be turned in. After sheets have been collected, go over the situations and have students discuss their answers. While the teacher is determining which group completed the handout most accurately, (this team could win a prize), the students should read Article III of the U.S. Constitution. Have them complete Handout "Article III" while reading this section of the Constitution.
4. Review the answers to handout "Article III". Using transparency "The U.S. Court System" explain the courts in the federal court system. Have students distinguish where there is original and appellate jurisdiction. Handout "Fact Sheet–U.S. Court System", should be helpful to the teacher and students at this time.
5. The next day, students could be given Handout "Federal Courts" which is a worksheet on the federal courts. Have students match the given statements with the proper court. When students have completed this activity review the statements and answers.
6. Handout "Where Should the Case Be Heard?" can be used for review or as an evaluation.

## COURTS AND THEIR JURISDICTION

| Georgia Court System | |
|---|---|
| Court | Jurisdiction |
| | |

| U.S. Court System | |
|---|---|
| Court | Jurisdiction |
| | |

## Fact Sheet—Georgia Court System

1. Supreme Court
    a. Court of last resort (highest court in the state)
    b. Has only appellate jurisdiction
    c. Jurisdiction encompasses the review and correction of error of law from specified trial courts in cases that involve the construction of the Georgia or U.S. Constitutions or treaties between the U.S. and foreign governments, questions dealing with the constitutionality of any Georgia or U.S. statute, cases involving title to land, equity cases, validity of or construction of wills, cases of capital felony convictions, habeas corpus cases, cases involving extraordinary remedies, divorce and alimony cases, all cases certified to it by the Court of Appeals for review and decision, and cases the court has the power to require by certiorari to be certified to it from the Court of Appeals for review and determination.
    d. Seven justices who elect one member as chief justice and one as presiding justice (serves as chief justice when the chief justice is absent or disqualified).
2. Court of Appeals
    a. Jurisdiction for the review and correction of errors of law in all cases in which jurisdiction has not been conferred by the Constitution on the Supreme Court.
    b. Has greater work load than Supreme Court
    c. Nine judges who elect one member as chief judge
    d. Usually sit in three divisions of three members each; if there is a disagreement on a decision, then the opinion of the full nine judges is required.
3. Superior Court
    a. Highest ranking courts in the State with original and general jurisdiction
    b. Has exclusive jurisdiction in cases of divorce, felonies, cases respecting title to land, and equity cases, also adoption cases except when such authority is granted to juvenile courts
    c. Has appellate jurisdiction from certain inferior tribunals, (e.g., probate courts and justice of peace courts)
4. State Court
    a. Has county-wide jurisdiction
    b. Jurisdiction over misdemeanor criminal cases and concurrent jurisdiction with superior courts in civil cases of unlimited amounts
    c. Uses a six person jury
    d. Examples of cases—simple assault, traffic offenses in unincorporated part of county, prostitution
5. Juvenile Court
    a. Exclusive original jurisdiction over juvenile matters except where the act alleged is a capital offense
    b. Special handling of delinquent (criminal cases), deprived (being mistreated or deprived by parents), or unruly children (parents cannot control) below the age of 17
    c. Rules are generally more relaxed; the assumption is that juveniles do not have the mature judgment of adults and therefore should be given special consideration

6. Probate Court
   a. Original and exclusive jurisdiction of probate of wills, administration of estates, appointment of guardians, issue of marriage licenses and pistol permits.
   b. Maints records and vital statistics
   c. Conducts elections in counties with no election board
7. Justice of the Peace Court
   a. Jurisdiction in civil cases where the sum does not exceed $200 and in criminal cases the power to issue warrants and sit as a court of inquiry binding the accused over to a higher court or discharging him.
   b. Administers oaths, takes affidavits, and performs marriage ceremonies
   c. Must attend a training seminar each year to be eligible to collect fees for warrants, etc.
8. Municipal Court
   a. Power to try offenses against the ordinances of the municipality in which they are located and impose fines or sentences
   b. Atlanta Municipal Court has a separate court to deal with traffic cases
   c. Judges conduct probable cause hearings for misdemeanors and felonies that take place in the municipality
   d. No jury trials
   e. Examples of Atlanta ordinances—disorderly conduct, loud noise at night, public drunkenness

## Fact Sheet—U.S. Court System

1. Supreme Court of the U.S.
   a. Highest court in the land
   b. Nine justices appointed for life by the President with the advice and consent of the Senate
   c. One of the justices is designated the Chief Justice; when there is a vacancy in this position the President can fill it with either one of the eight associate justices or a person who is not a member of the Court
   d. The court meets on the first Monday of October and continues until June
   e. Corrects errors which have been made in decisions in trial courts
   f. Can bring uniformity when two or more lower courts have reached different results
   g. Usually has appellate jurisdiction; has original jurisdiction in cases affecting diplomatic representatives of other nations, suits between states, and cases involving a state and the federal government.
2. U.S. Courts of Appeals
   a. Twelve intermediate appellate court circuits (including one for the District of Columbia)
   b. The eleventh circuit includes the following states: Alabama, Florida, Georgia, and temporarily the Canal Zone
   c. The eleventh circuit court reviews cases in Atlanta
   d. Judges usually sit in panels of three; only a few times a year for very important issues will the whole court meet to review a case (en banc)
   e. Hears appeals from District Courts in the circuit where parties seek review of legal matters they thought were erroneous
   f. Most judicial opinions are based on prior court decisions
   g. Hears appeals from the U.S. Tax Court as well as government agencies such as the Federal Trade Commission, etc.
3. U.S. District Courts
   a. Federal cases are originally tried and decided here
   b. Each state has at least one court; Georgia has three districts (Atlanta is in the Northern District of Georgia); a district can be divided into divisions with several locations where cases can be heard
   c. Has jurisdiction in disputes involving the Constitution, federal laws, and treaties, controversies where the U.S. is a party, between citizens of different States (in civil cases greater than $10,000), between citizens of the same State claiming lands under grants of different states, between a State or the citizens of a state and foreign states or its citizens, and admiralty and maritime cases.
4. Courts of Claims
   a. Has nationwide jurisdiction
   b. Citizen or corporation may sue the federal government for money damages where the sovereign immunity of the U.S. has been waived by Congress
   c. Claim must be made within six years

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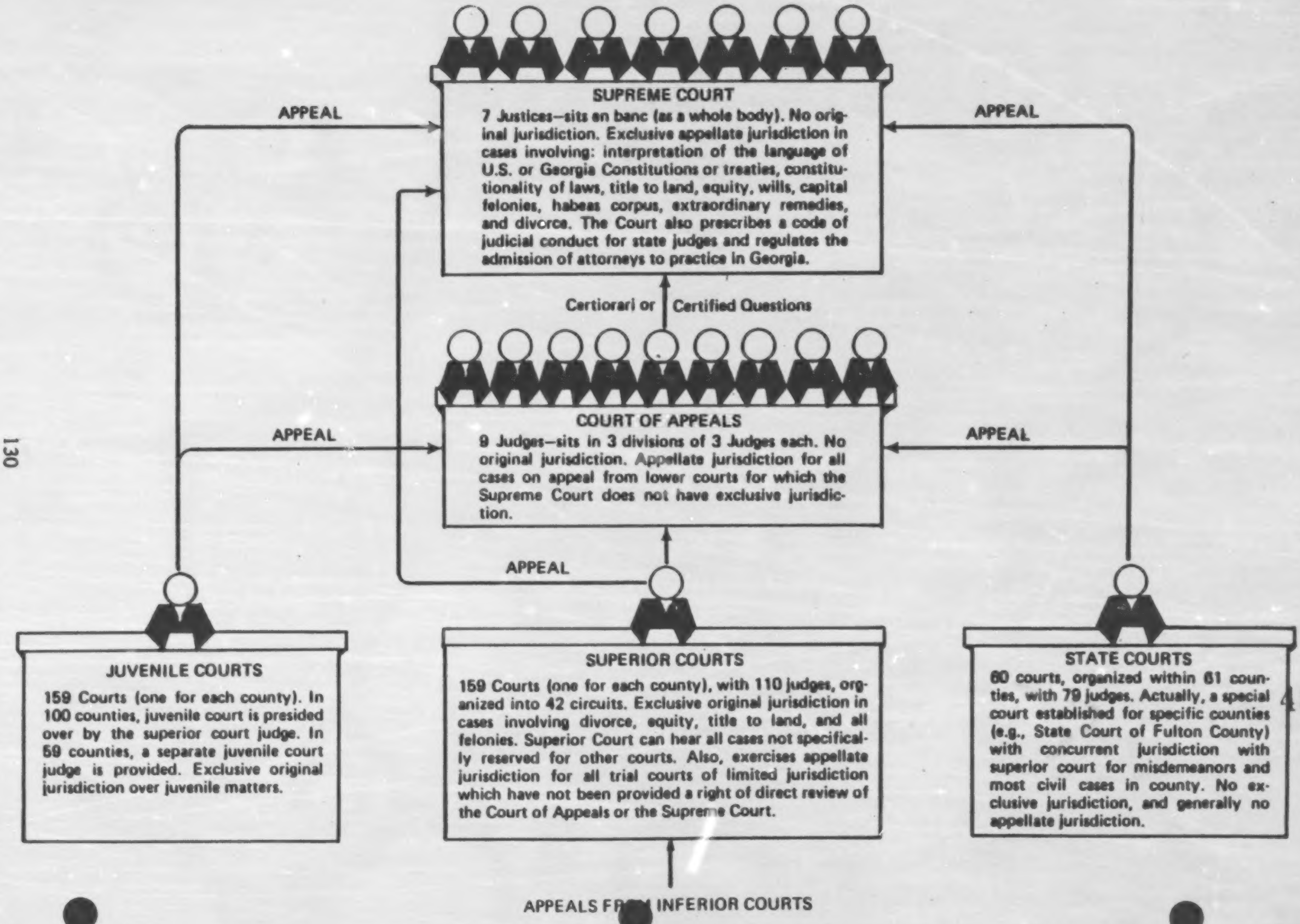
5. U.S. Court of Customs and Patent Appeals
   a. Hears appeals from Customs Court, the Tariff Commission, and the Patent Office
   b. Usually meets in Washington, D.C. with all six judges hearing each case
6. U.S. Court of International Trade
   a. Determines controversies concerning the classification and valuation of imported merchandise (customs taxes or tariffs)
   b. Sits at New York City and from time to time at other major port cities
7. U.S. Tax Court
   a. Decides controversies between taxpayers and the Internal Revenue Service involving the underpayment of federal income, gift, and estate taxes
   b. Conducts trials in numerous cities
8. Territorial Courts
   a. In Guam, the Virgin Islands, the Panama Canal Zone, and Puerto Rico these courts serve the same function as U.S. District Courts
   b. In all except Puerto Rico these courts also handle local matters

# Georgia Court System



**SUPREME COURT**

7 Justices—sits en banc (as a whole body). No original jurisdiction. Exclusive appellate jurisdiction in cases involving: interpretation of the language of U.S. or Georgia Constitutions or treaties, constitutionality of laws, title to land, equity, wills, capital felonies, habeas corpus, extraordinary remedies, and divorce. The Court also prescribes a code of judicial conduct for state judges and regulates the admission of attorneys to practice in Georgia.

**COURT OF APPEALS**

9 Judges—sits in 3 divisions of 3 Judges each. No original jurisdiction. Appellate jurisdiction for all cases on appeal from lower courts for which the Supreme Court does not have exclusive jurisdiction.

**JUVENILE COURTS**

159 Courts (one for each county). In 100 counties, juvenile court is presided over by the superior court judge. In 59 counties, a separate juvenile court judge is provided. Exclusive original jurisdiction over juvenile matters.

**SUPERIOR COURTS**

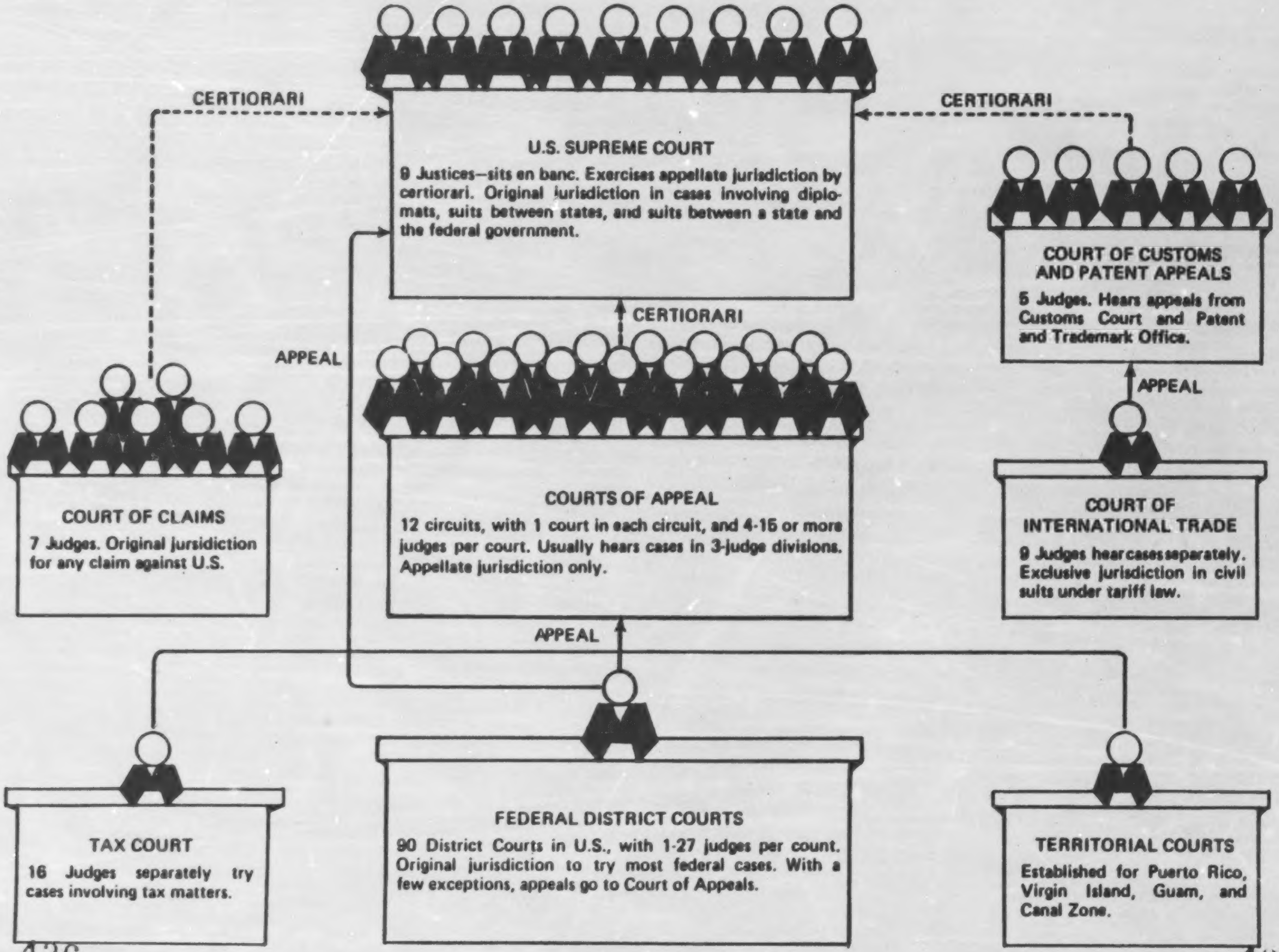
159 Courts (one for each county), with 110 judges, organized into 42 circuits. Exclusive original jurisdiction in cases involving divorce, equity, title to land, and all felonies. Superior Court can hear all cases not specifically reserved for other courts. Also, exercises appellate jurisdiction for all trial courts of limited jurisdiction which have not been provided a right of direct review of the Court of Appeals or the Supreme Court.

**STATE COURTS**

60 courts, organized within 61 counties, with 79 judges. Actually, a special court established for specific counties (e.g., State Court of Fulton County) with concurrent jurisdiction with superior court for misdemeanors and most civil cases in county. No exclusive jurisdiction, and generally no appellate jurisdiction.

APPEAL
APPEAL
Certiorari or Certified Questions
APPEAL
APPEAL
APPEAL
APPEALS FROM INFERIOR COURTS

# U.S. Court System



**U.S. SUPREME COURT**

9 Justices—sits en banc. Exercises appellate jurisdiction by certiorari. Original jurisdiction in cases involving diplomats, suits between states, and suits between a state and the federal government.

**COURT OF CUSTOMS AND PATENT APPEALS**

5 Judges. Hears appeals from Customs Court and Patent and Trademark Office.

**COURT OF CLAIMS**

7 Judges. Original jurisdiction for any claim against U.S.

**COURTS OF APPEAL**

12 circuits, with 1 court in each circuit, and 4-15 or more judges per court. Usually hears cases in 3-judge divisions. Appellate jurisdiction only.

**COURT OF INTERNATIONAL TRADE**

9 Judges hear cases separately. Exclusive jurisdiction in civil suits under tariff law.

**TAX COURT**

16 Judges separately try cases involving tax matters.

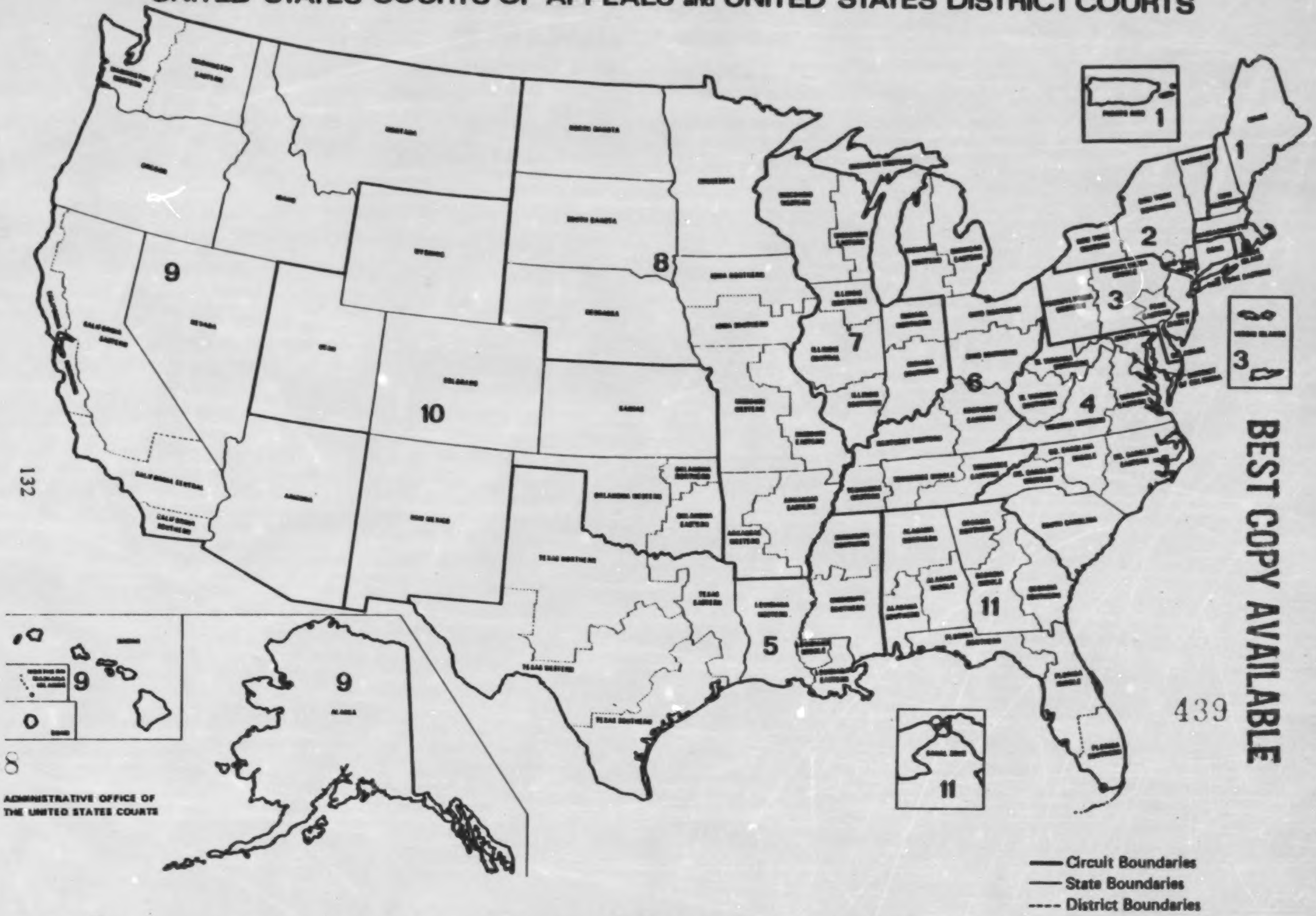
**FEDERAL DISTRICT COURTS**

90 District Courts in U.S., with 1-27 judges per count. Original jurisdiction to try most federal cases. With a few exceptions, appeals go to Court of Appeals.

**TERRITORIAL COURTS**

Established for Puerto Rico, Virgin Island, Guam, and Canal Zone.

# UNITED STATES COURTS OF APPEALS and UNITED STATES DISTRICT COURTS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Circuit Boundaries
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District Boundaries

ADMINISTRATIVE OFFICE OF
THE UNITED STATES COURTS

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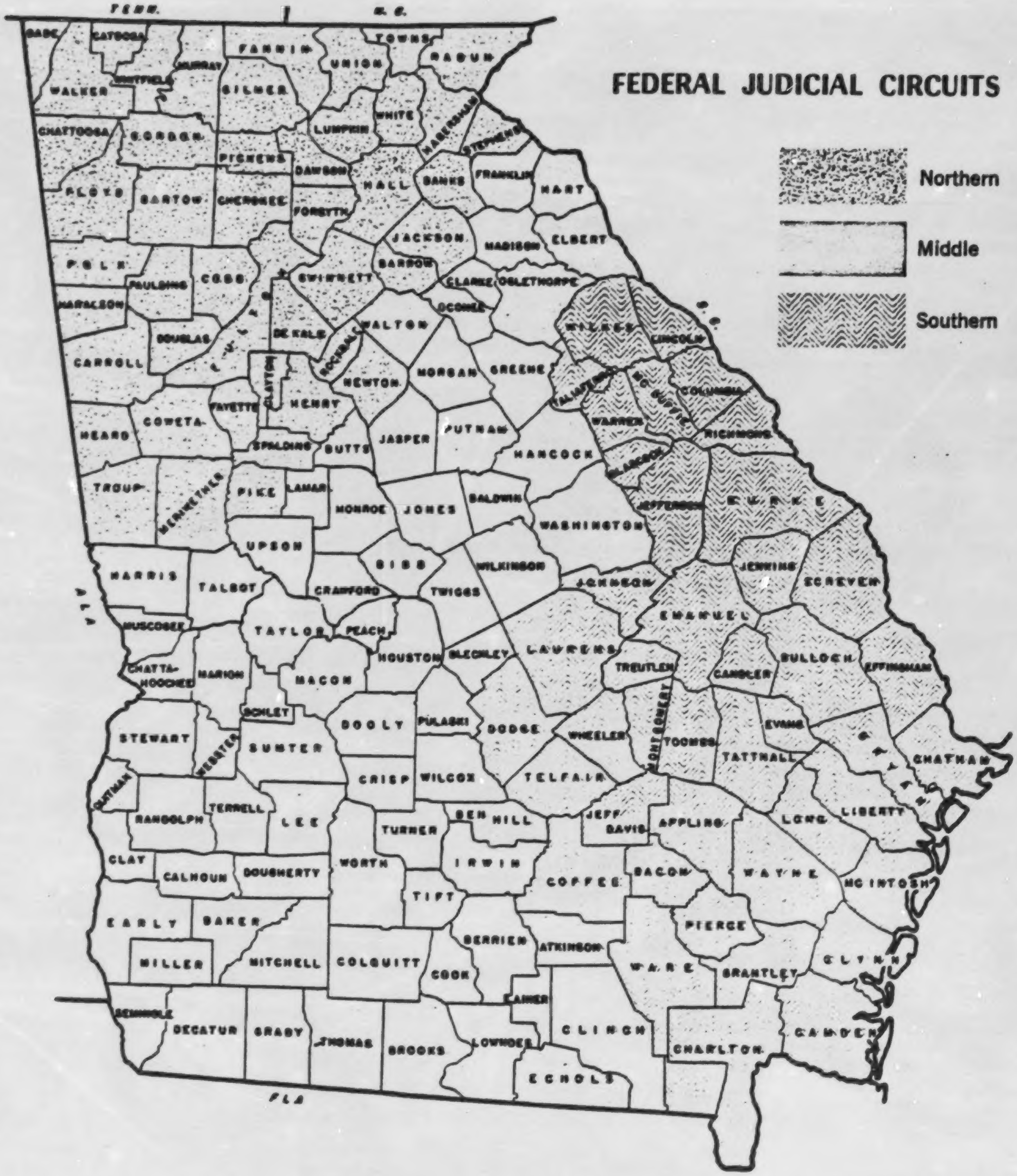
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GLASCOCK
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TREUTLEN
BULLOCH
EFFINGHAM
CHATTA-HOOCHEE
MARION
MACON
CANDLER
SCHLEY
MONTGOMERY
STEWART
DOOLY
PULASKI
DODGE
WHEELER
TOOMBS
EVANS
WEBSTER
SUMTER
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BEN HILL
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LANIER
SEMINOLE
DECATUR
GRADY
THOMAS
BROOKS
LOWNDES
CLINCH
CHARLTON
CAMDEN
ECHOLS
FLA.

FEDERAL JUDICIAL CIRCUITS

## Situation—Which Court?

Instructions: For each situation described below, write the name of the appropriate court in the Georgia Court System to which the individual would go. Choices include: Supreme Court, Court of Appeals, Superior Court, State Court, Juvenile Court, Probate Court, Justice of the Peace, Municipal Court.

__________ 1. Sue, age fourteen, is described by her parents as totally unmanageable. She has been habitually disobedient of reasonable and lawful commands of her parents.

__________ 2. Bob was found guilty of murder and given a sentence of death by the trial court. He felt that the judge admitted evidence in the trial that should have been ruled inadmissable.

__________ 3. Sue's father was caught shoplifiting a $150 item.

__________ 4. Phyllis sued Dr. Jones for malpractice.

__________ 5. Jane and Paul went to get a marriage license.

__________ 6. Celina pleaded not guilty of the offense of prostitution.

__________ 7. The middle school filed a complaint for truancy on Linda.

__________ 8. Kelly accused Kim of abandoning her and their five month old baby, leaving them with no financial support.

__________ 9. Brenda is picked up in downtown Atlanta for disorderly conduct.

__________ 10. July and Marvin get married.

__________ 11. Sandra and John went to settle their divorce. Sandra felt that the judge had not ruled fairly.

__________ 12. Julie and Peter wanted to get a divorce.

__________ 13. Adam felt that he was improperly declared a delinquent by the Juvenile Court.

__________ 14. Sylvia sued Mr. Landers for $15,000 for physical problems resulting from their automobile accident.

__________ 15. Joe was found guilty of burglary. The judge owned the store that Joe broke into.

__________ 16. The court ruled that the property at the corner of Elm Street and Market Street belonged to Jim rather than Paul. Paul knew he had legal grounds to appeal the decision.

__________ 17. Mr. Allen died leaving a will.

__________ 18. Sally Sanders wanted to become the guardian for little Katie.

__________ 19. Jane, fifteen years old, was picked up by the police for shoplifting.

__________ 20. Stand hits Bill with his fist causing him to fall to the floor in great pain.

__________ 21. A group of friends celebrating their college graduation are picked up by the police at 2:00 a.m. for violating the city noise ordinance.

__________ 22. It is 3:30 a.m. and the police need to get a warrant for Paul's arrest.

__________ 23. Jason killed Bob as he had planned to do.

__________ 24. Pam was charged with selling and possession of large quantities of illegal drugs.

__________ 25. Jennifer was picked up by the police in Central City Park for public drunkenness.

__________ 26. Susan, in the eighth grade, breaks into a neighbor's house and steals jewelry.

__________ 27. Barbara was involved in an automobile accident. Her attorney felt that the judge made erroneous legal decisions in her trial.

__________ 28. David's parents were killed in a car accident, and David has no relatives. He is in the third grade.

__________ 29. In an unincorporated part of the county, Gerald commits four traffic offenses while a policeman waits on a side street watching him.

__________ 30. Lance standing in front of the Omni carries around a knife with a four inch blade.

## Situation—Which Court?

### Answer Sheet

Instructions: For each situation described below, write the name of the appropriate court in the Georgia Court System to which the individual would go. Choices include: Supreme Court, Court of Appeals, Superior Court, State Court, Juvenile Court, Probate Court, Justice of the Peace, Municipal Court.

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Supreme 2. Bob was found guilty of murder and given a sentence of death by the trial court. He felt that the judge admitted evidence in the trial that should have been ruled inadmissable.

State 3. Sue's father was caught shoplifiting a $150 item.

Superior 4. Phyllis sued Dr. Jones for malpractice.

Probate 5. Jane and Paul went to get a marriage license.

State 6. Celina pleaded not guilty of the offense of prostitution.

Juvenile 7. The middle school filed a complaint for truancy on Linda.

State 8. Kelly accused Kim of abandoning her and their five month old baby, leaving them with no financial support.

Municipal 9. Brenda is picked up in downtown Atlanta for disorderly conduct.

Justice of the Peace 10. July and Marvin get married.

Supreme 11. Sandra and John went to settle their divorce. Sandra felt that the judge had not ruled fairly.

Superior 12. Julie and Peter wanted to get a divorce.

Court of Appeals 13. Adam felt that he was improperly declared a delinquent by the Juvenile Court.

Superior 14. Sylvia sued Mr. Landers for $15,000 for physical problems resulting from their automobile accident.

Court of Appeals 15. Joe was found guilty of burglary. The judge owned the store that Joe broke into.

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Probate 17. Mr. Allen died leaving a will.

Probate 18. Sally Sanders wanted to become the guardian for little Katie.

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State 20. Stand hits Bill with his fist causing him to fall to the floor in great pain.

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State 29. In an unincorporated part of the county, Gerald commits four traffic offenses while a policeman waits on a side street watching him.

Municipal 30. Lance standing in front of the Omni carries around a knife with a four inch blade.

## Article III

1. Which courts are listed in this Article?

2. How long do judges hold their offices?

3. What types of cases go to the federal court system?

4. Can any cases start at the Supreme Court? Explain.

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## Article III

## Answer Sheet

1. Which courts are listed in this Article?

(answer in Section 1)

2. How long do judges hold their offices?

(answer in Section 1)

3. What types of cases go to the federal court system?

(answer in Section 2)

4. Can any cases start at the Supreme Court? Explain.

(answer in Section 2)

## Federal Courts

______ 1. Trial

______ 2. Nine justices

______ 3. Atlanta is in the 11th Circuit

______ 4. Usually the first court that is asked to correct errors at the trial level

______ 5. Over 90 courts

______ 6. Highest court in the land

______ 7. Deals only with principles of law or constitutional issues of great importance

______ 8. Where to go if you want to sue someone living in another state

______ 9. Some of the courts meet regularly in Atlanta

______ 10. 12 circuits

______ 11. Judges usually sit in panels of three

______ 12. Each state has at least one

a. Supreme Court

b. Courts of Appeal

c. District Court

## Federal Courts

## Answer Sheet

c 1. Trial

a 2. Nine justices

b 3. Atlanta is in the 11th Circuit

b 4. Usually the first court that is asked to correct errors at the trial level

c 5. Over 90 courts

a 6. Highest court in the land

a 7. Deals only with principles of law or constitutional issues of great importance

c 8. Where to go if you want to sue someone living in another state

c 9. Some of the courts meet regularly in Atlanta

b 10. 12 circuits

b 11. Judges usually sit in panels of three

c 12. Each state has at least one

a. Supreme Court

b. Courts of Appeal

c. District Court

## Where Should the Case be Heard?

____ 1. Employee of the State Department seeking back pay
____ 2. Counterfeit
____ 3. Food stamp violation
____ 4. Murder in federal penitentiary
____ 5. Interstate transportation of stolen cars
____ 6. Violating Selective Service laws
____ 7. Committing fraud using the telephones and mail
____ 8. Person disagrees with the customs inspector's decision on how much to tax one's imported goods
____ 9. Violations of antitrust laws
____ 10. Airplane crash
____ 11. Purchase of faulty product from a national mail order catalog
____ 12. Petitions from federal prisoners
____ 13. Condemnation of land for a military base
____ 14. Not making house payments on a Veterans Administration loan
____ 15. Skyjacking
____ 16. Kidnapping someone for 48 hours
____ 17. Assassination of the President

a. State court
b. Federal court

## Where Should the Case be Heard?

### Answer Sheet

a. State court

b. Federal court

b 1. Employee of the State Department seeking back pay

b 2. Counterfeit

b 3. Food stamp violation

b 4. Murder in federal penitentiary

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b 15. Skyjacking

b 16. Kidnapping someone for 48 hours

b 17. Assassination of the President

**LESSON TOPIC:** Bill of Rights

**GRADE LEVEL:** Secondary

**CONCEPTS:** Rights, freedoms

**TERMS:** First Amendment Rights, due process, search and seizure, grand jury, indictment, self incrimination, Fifth Amendment, impartial, petit jury, bail

**OBJECTIVES:** Students will be able to:

1. List the rights and freedoms included in the Bill of Rights.
2. Group the list of rights and freedoms as either First Amendment Rights, criminal due process rights, or other rights.
3. Determine the importance of these rights by putting them on a continuum.
4. Discuss these rights and their importance after viewing a film.

**MATERIALS:**
Copy of Bill of Rights
Handouts: "The Bill of Rights," "The Bill of Rights–How Important Are They?", "Fact Sheet–Bill of Rights."
Optional Film–"The Great Rights", MacMillan Films, Inc., 34 MacQuesten Parkway South, Mount Vernon, New York 10550
*Community Resource Directory*, ICE Project

**PROCEDURE:**

1. Have students divide into groups of four. Each should have a copy of the Bill of Rights. Using Handout "The Bill of Rights," ask for each group to make a list of all of the rights and freedoms included in the Bill of Rights. Then have students group these rights under the following categories: (a) First Amendment Rights, (b) criminal due process rights, (c) other rights. After students have completed this, ask them to put each right (or group of rights) on the continuum on Handout "The Bill of Rights–How Important Are They?" After discussing the results of each group, show the film "The Great Rights," if available. After viewing the film, see if the students' ideas about the Bill of Rights have changed. Be sure students understand the statements listed on the fact sheet on Handout "Fact Sheet–Bill of Rights". It can be distributed to the student at this time.

2. The newspaper is an excellent resource for current cases dealing with the Bill of Rights. One can usually find an article dealing with a local court case, Supreme Court decisions, or grad jury indictments. Make use of this resource in a more detailed study of the Bill of Rights.

3. As a homework assignment, students could also be asked to identify, by using a telephone book, either government agencies or private organizations which serve to protect the rights of the individual. Students could discuss these agencies and organizations in class explaining the specific types of complaints they deal with. Using the *Community Resource Directory*, the teacher can contact individuals from these agencies or organizations to provide information or serve as a class speaker.

## THE BILL OF RIGHTS

### *Amendment I*

Congress shall make no law respecting an establishment of religion, or prohibitng the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.

### *Amendment II*

A well-regulated militia, being necessary to the security of a free State, the right of the people to keep and bear arms shall not be infringed.

### *Amendment III*

No solider shall, in time of peace be quartered in any house, without the consent of the owner, nor in time of war, but in a manner to be prescribed by law.

### *Amendment IV*

The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.

### *Amendment V*

No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a grand jury, except in cases arising in the land or naval forces, or in the militia, when in actual service in time of war or public danger; nor shall any person be subject for the same offense to be twice put in jeopardy of life or limb; nor shall be compelled in any criminal case to be a witness against himself, nor be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use, without just compensation.

### *Amendment VI*

In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the State and district wherein the crime shall have been committed, which district shall have been previously ascertained by law, and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor, and to have the assistance of counsel for this defense.

### *Amendment VII*

In suits at common law, where the value in controversey shall exceed twenty dollars, the right of trial by jury shall be preserved, and no fact tried by a jury, shall be otherwise re-examined in any court of the United States, than according to the rules of the common law.

### *Amendment VIII*

Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted.

### *Amendment IX*

The enumeration in the Constitution, of certain rights, shall not be construed to deny or disparage others retained by the people.

### *Amendment X*

The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

## THE BILL OF RIGHTS

List of Rights or Freedoms

First Amendment Rights

Criminal Due Process Rights

Other Rights

## THE BILL OF RIGHTS—HOW IMPORTANT ARE THEY?

| Extremely Important | Very Important | Not Very Important | Should be removed from the Constitution |
|---|---|---|---|
| | | | |

## Fact Sheet–Bill of Rights

1. Only freedoms or rights listed in the first ten amendments are considered part of the Bill of Rights. Thus, the right to vote by women and eighteen year olds is not part of the Bill of Rights.
2. Based on the First Amendment freedom of expression, news commentators are able to criticize public officials and the government.
3. According to the Fourth Amendment, people are secure against unreasonable searches and seizures.
4. In felony cases one must be indicted by a grand jury.
5. No person can be forced to testify against himself which would result in self incrimination. This is often described as invoking the Fifth Amendment.
6. A person should not be deprived of life, liberty, or property without due process of law. Action by the government should not be arbitrary; it should follow proper procedure.
7. In order to obtain a fair trial, one must have an impartial petit jury.
8. When a person is charged with a crime, the bail required should not be excessive.
9. The Constitution does not state that a person arrested must be informed of his rights. This is the result of the 1966 court decision in Miranda v. Arizona.

### Bill of Rights

| Amendments | |
|---|---|
| 1st | Freeom of Religion, Speech, Press, Assembly, and Petition |
| 2nd | Bearing Arms |
| 3rd | Quartering of Troops |
| 4th | Searches and Seizures |
| 5th | Criminal Proceedings; Due Process; Eminent Domain |
| 6th | Criminal Proceedings |
| 7th | Civil Trials |
| 8th | Punishment for Crimes |
| 9th | Unenumerated Rights |
| 10th | Powers Reserved to the States |

| | |
|---|---|
| LESSON TOPIC: | Court Roles and Procedures |
| GRADE LEVEL: | Secondary |
| CONCEPTS: | Roles, procedures |
| TERMS: | Police, bailiff, petit juror, grand juror, defendant, plaintiff, assistant district attorney, sheriff, court clerk, judge, impartial, subpoena, due process |
| OBJECTIVES: | Students will be able to:<br>1. Match the name of an individual involved in the "Case of Jeremy Lund" with the role of that individual in the case.<br>2. Discuss court roles and procedures. |
| MATERIALS: | Handouts: "The Case of Jeremy Lund," "Roles in the Case of Jeremy Lund," "Fact Sheet–Court Roles and Procedures." and "Courts and the Law Crossword Puzzle."<br>*Community Resource Directory*, ICE Project |
| PROCEDURE: | 1. Pass out copies of Handout "The Case of Jeremy Lund" for each student to read. After students have read the case, give them Handout "Roles in the Case of Jeremy Lund" to complete. Instructions are given on the Handout. When all students have completed Handout "Roles in the Case of Jeremy Lund", discuss the case with the students giving special emphasis to the various roles involved in the court case. Discuss the answers to Handout "Roles in the Case of Jeremy Lund." Be sure to include in the discussion information listed in Handout "Fact Sheet–Court Roles and Procedures." This Handout should be distributed to the students.<br>2. It would be very appropriate for a guest speaker to come talk to the class in this lesson. A person who has served in one or more of the roles discussed could provide additional information for the students. One can use the *Community Resource Directory* to find an appropriate person to invite. |

### The Case of Jeremy Lund

*Jeremy Lund*, 18, was seen running out of the drug store. The store owner *Mr. Weaver*, limping to the street with a gunshot wound, screamed to *Mr. Trainer* to catch that kid who had robbed him. The law enforcement officer standing at the corner caught the frightened young man. He arrested Lund for armed robbery, an offense classified by the state criminal code as a felony. After reading Lund his rights, the law enforcement took him to the station and booked him.

Bail was set, but Jeremy, penniless, remained in jail. Lund went before a judge who referred the case to a panel of individuals appointed by the court. *Mrs. Hahn* and the others on this panel reviewed the facts of the case and heard witnesses against Jeremy. At the conclusion of the testimony, the panel voted a true bill and indicted Jeremy for the offense of armed robbery. Jeremy pleaded not guilty. A trial date was set. *Mark Barrymore* was the prosecutor assigned to the case. Jeremy had a court appointed lawyer represent him. *Mr. Spear* delivered a subpoena to Mr. Weaver and other witnesses to require that they appear at court for the trial. *Mr. Blake*, the presiding official, made sure that he was impartial throughout the case. He supervised the jury selection process. *Mr. Baker* and elevent other people were chosen to be fair and impartial in listening to the facts of the case. After the opening statements, *Mr. Oliver* ushered witnesses to the stand and assisted the judge in maintaining order in the court. After closing statements and the charge to the jury, Mr. Baker and the other 11 people went to a private room to make a decision on Jeremy's guilt or innocence. A guilty verdict was announced two hours later. Jeremy shouted that he would appeal the case. His attorney would have to go to *Mrs. Collar* to obtain records of the case. Mr. Weaver notified Jeremy that he was going to sue him for injuries he received from the robbery.

## Roles in the Case of Jeremy Lund

Instructions: Match each person involved in the Case of Jeremy Lund with the role of that person in this case.

____ 1. Jeremy Lund
____ 2. Mr. Weaver
____ 3. Mr. Trainer
____ 4. Mrs. Hahn
____ 5. Mark Barrymore
____ 6. Mr. Spear
____ 7. Mr. Blake
____ 8. Mr. Baker
____ 9. Mr. Oliver
____10. Mrs. Collar

a. police
b. bailiff
c. petit juror
d. grand juror
e. defendant
f. plaintiff
g. assistant district attorney
h. sheriff
i. court clerk
j. judge

## Roles in the Case of Jeremy Lund

### Answer Sheet

Instructions: Match each person involved in the Case of Jeremy Lund with the role of that person in this case.

__e__ 1. Jeremy Lund
__f__ 2. Mr. Weaver
__a__ 3. Mr. Trainer
__d__ 4. Mrs. Hahn
__g__ 5. Mark Barrymore
__h__ 6. Mr. Spear
__j__ 7. Mr. Blake
__c__ 8. Mr. Baker
__b__ 9. Mr. Oliver
__i__ 10. Mrs. Collar

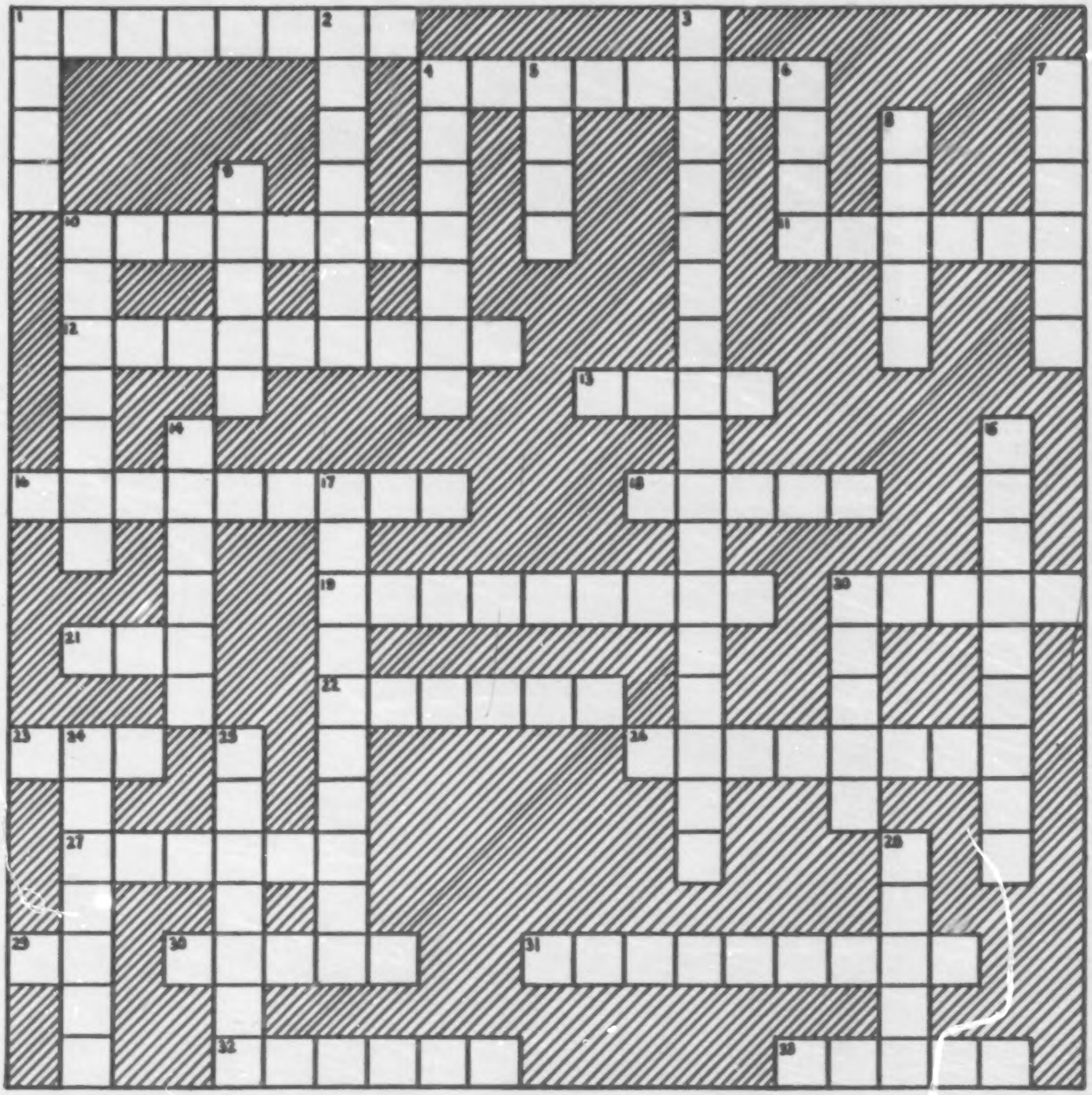
a. police
b. bailiff
c. petit juror
d. grand juror
e. defendant
f. plaintiff
g. assistant district attorney
h. sheriff
i. court clerk
j. judge

*Fact Sheet*

## COURT ROLES AND PROCEDURES

1. In any trial, the judge must be a fair and impartial presiding official.
2. The grand jury decides if there is enough evidence to formally charge a person with a crime.
3. The defendant is the individual accused of a crime, or being sued by another person.
4. The plaintiff is the person bringing charges against the defendant. In a civil case, the plaintiff is another person. In a criminal case, the plaintiff is the government and usually represented by the district attorney or solicitor.
5. Both the defendant and plaintiff have the right to require witnesses to appear in court to testify about the case. The sheriff is responsible for delivering a subpoena to witnesses, which requires that they appear in court.
6. The clerk of the court is responsible for maintaining the records of the court.
7. Any time a person is arrested or jailed, that person is entitled to a number of legal rights. These rights are referred to as due process of law, and are intended to insure that government does not have a right to treat persons arbitrarily, but must follow procedures and respect rights outlined by law.

## COURTS AND THE LAW CROSSWORD PUZZLE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## COURTS AND THE LAW CROSSWORD PUZZLE

### *Across*

1. Type of law enacted by a legislative body which prescribes those acts which are considered crimes against the state, and which provide for punishment.
4. An order signed by the court requiring someone to appear as a witness, or to bring evidence, in court.
10. The basic trial court in Georgia's court system. It is here that serious crimes–such as murder–are first heard.
11. The 4th Amendment to the U.S. Constitution protects citizens against unreasonable _____ and seizure.
12. The person or party who starts a lawsuit against another.
13. The 6th Amendment to the U.S. Constitution includes the right to a speedy and public trial by a _____ of one's peers.
16. In order to have a fair trial, the judge and jury must be _____.
18. To change or revise.
19. The person or party charged with a crime, or being sued by another person.
20. Type of law which deals with the private rights of individuals, rather than violation of crimes against the state.
21. "_____ process of law" protects the citizen against arbitrary legal or administrative government action.
22. Laws in the U.S. _____ to adapt to societal needs.
23. Before a citizen can be sent to prison, it must be proven in court that the citizen violated a _____.
26. In the U.S. court system, the trial court with original jurisdiction.
27. Law enforcement officers.
29. Official who prosecutes violators of state law in superior court. (abbrev. of a two-word title)
30. Amendment to the U.S. Constitution which protects you against "double jeopardy," or being tried twice for the same crime.
31. Amendments 5 and 6 to the U.S. Constitution deal with the right to have a _____ _____. (2 words)
32. Serious crime punishable by imprisonment for more than one year.
33. Official who presides over a trial.

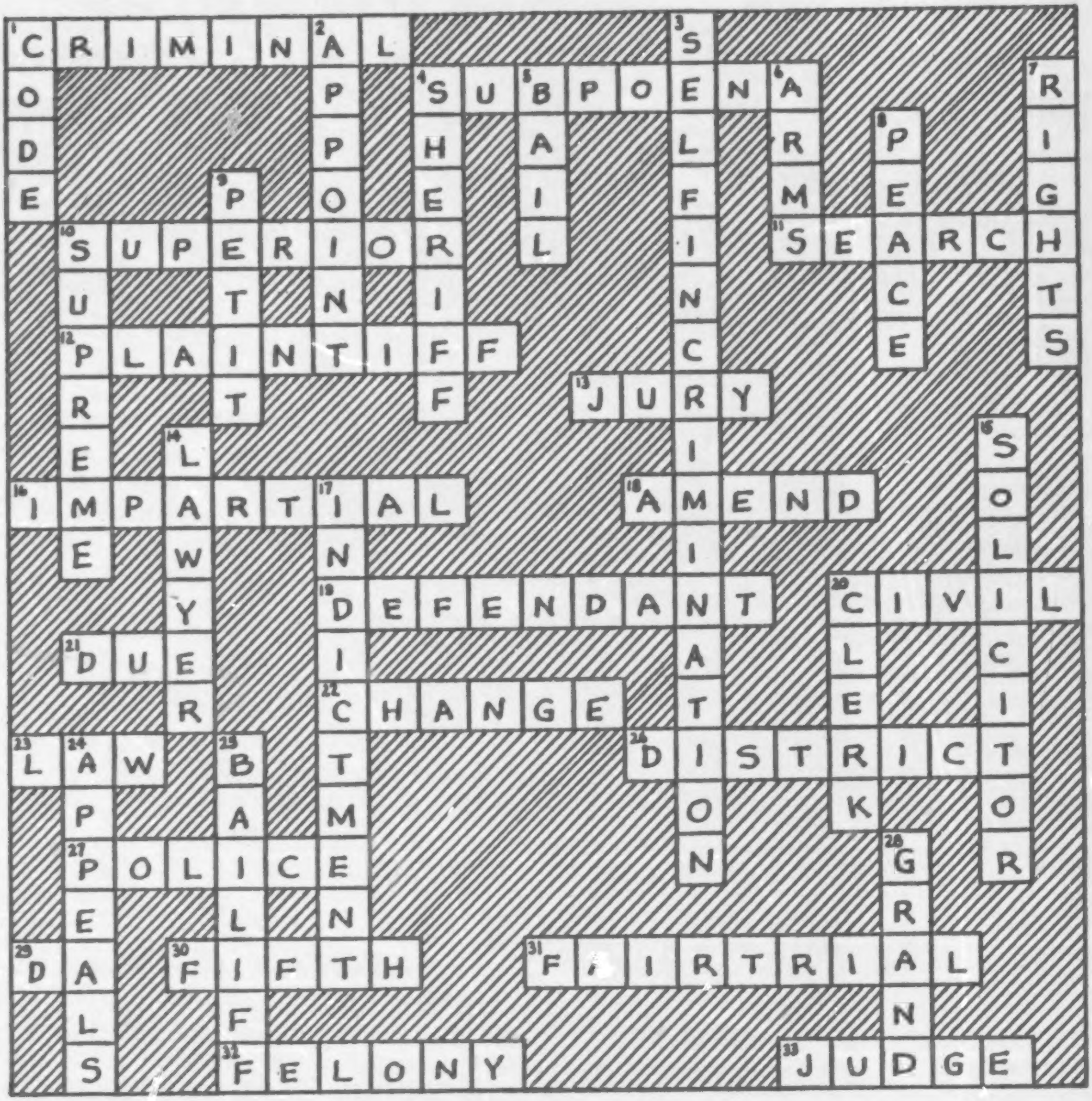
### *Down*

1. A collection of laws. Hammurabi and Napoleon were famous for their role in developing this way of organizing laws.
2. To become a federal judge, the President must _____ you, with the Senate confirming the selection.
3. The 5th Amendment to the U.S. Constitution protects you against _____, or being required to say things that might be used against you in court in a criminal case.
4. The county law enforcement officer who has the duty to deliver a subpoena.
5. Once you have been arrested, payment of this can allow you to stay out of jail until a conviction in court. The 8th Amendment protects you against excessive amounts.
6. According to the 2nd Amendment, Americans have the right to "keep and bear _____."
7. The first amendments to the U.S. Constitution listing the protections of American citizens are called the "Bill of _____."
8. In addition to speech and religion, the 1st Amendment guarantees the right of _____able assembly.
9. Another name for the trial jury.
10. The highest Federal Court is the U.S. _____
14. An attorney.
15. Title of the prosecuting attorney for courts below the superior court level.
17. A formal charge by a grand jury that a person has possibly committed a crime.
20. The person responsible for maintaining the records of the superior court and for registering property deeds and transactions in the county.
24. After a case has been tried in a trial court, if you think there has been an error in the way the case was tried, you would request a court of _____ to hear the case.
25. The court officer who ushers witnesses to the stand as they are called and who assists the judge in maintaining order in a courtroom.
28. Type of jury which hears initial evidence to determine whether there is sufficient evidence to believe that a person should be charged with a crime.

6

*KEY*

## COURTS AND THE LAW CROSSWORD PUZZLE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11 SEARCH
12 PLAINTIFF
13 JURY
14 LAWYER
15 SOLICITOR
16 IMPARTIAL
17 INDICTMENT
18 AMEND
19 DEFENDANT
20 CIVIL
20 CLERK
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22 CHANGE
23 LAW
24 APPEALS
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27 POLICE
28 GRAND
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30 FIFTH
31 FAIRTRIAL
32 FELONY
33 JUDGE
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LESSON TOPIC: Unit Review

GRADE LEVEL: Secondary

CONCEPTS: Not Applicable

TERMS: See Crossword Puzzle

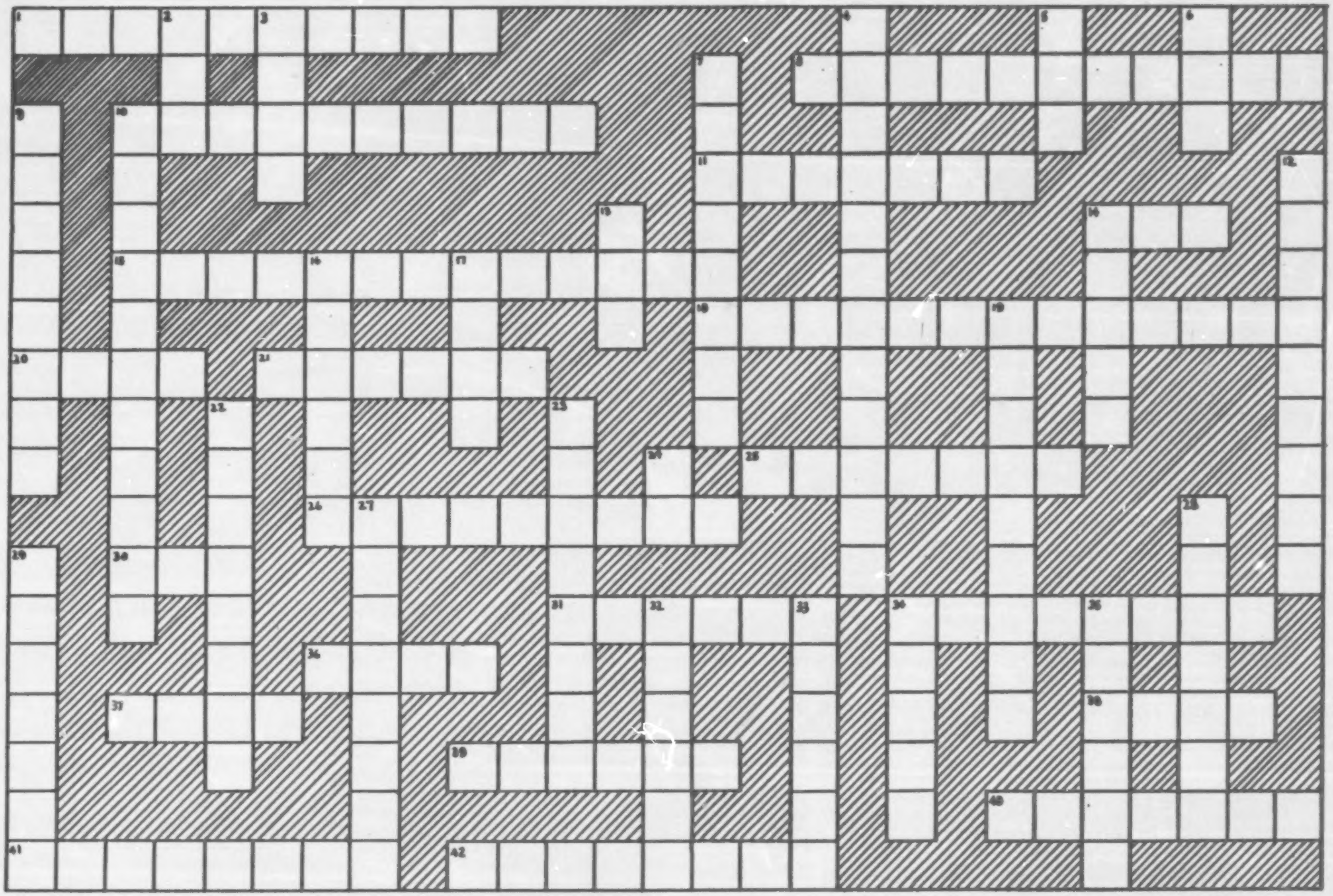
OBJECTIVES: Not Applicable

MATERIALS: "U.S. Government Crossword Puzzle"

PROCEDURE:

1. Pass out the "U.S. Government Crossword Puzzle" as an in-class or overnight assignment.
2. Review answers with students.

## U. S. GOVERNMENT CROSSWORD PUZZLE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## U.S. GOVERNMENT CROSSWORD PUZZLE

### *Across*

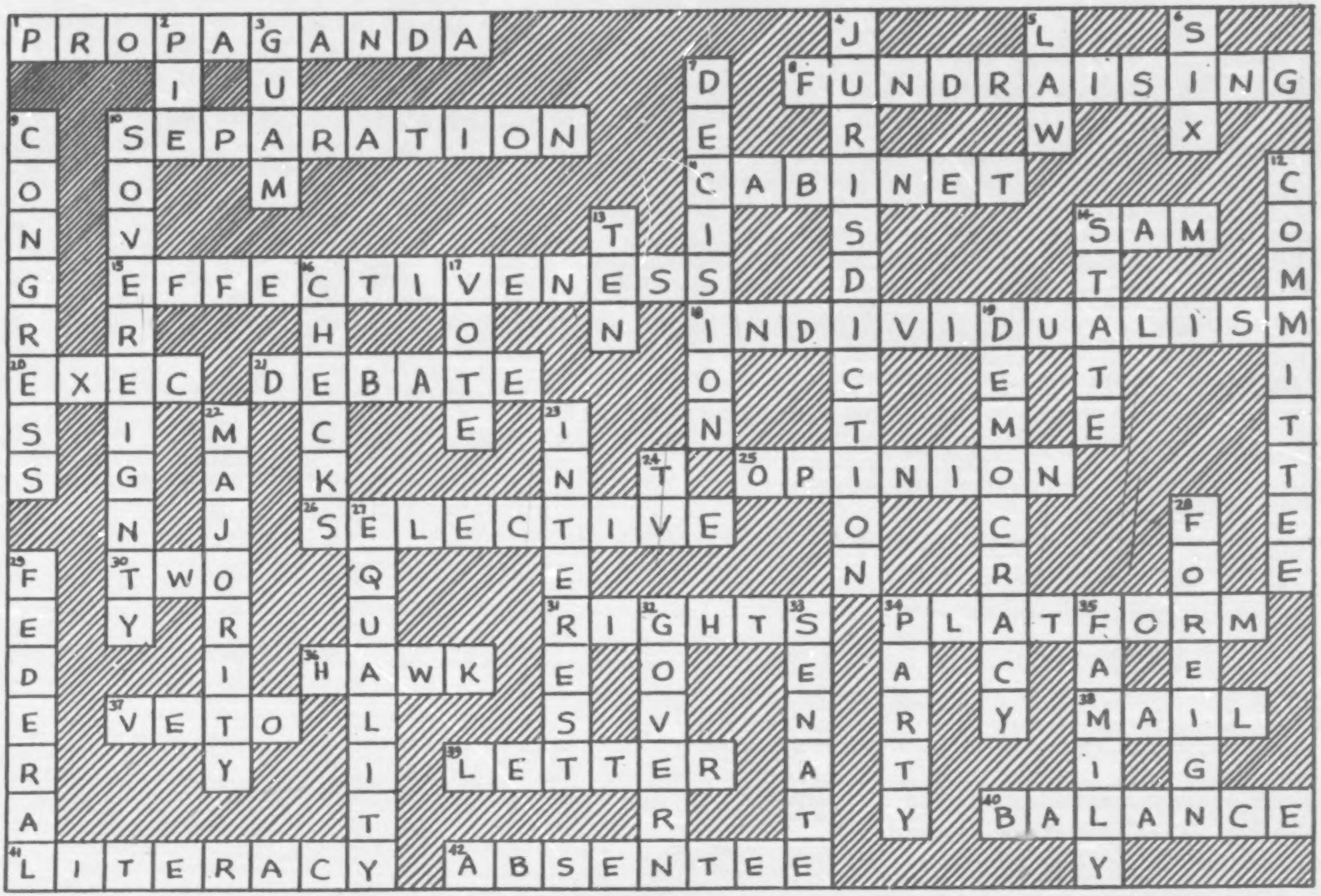
1. Planned media campaign to change people's attitudes and beliefs on some issue.
8. A major function of political parties. (2 words)
10. To prevent too much governmental power from being placed in the same hands, a system called "______ of powers" was developed.
11. The Secretary of State, Attorney General, and Secretary of the Treasury are part of the President's ______.
14. One symbol which rallies support for the U.S. and symbolizes it to the people is "Uncle ___."
15. A President's ________, or the ability to get things done, depends in part on a good relationship with Congress and the American people.
18. Having to give one's life for the protection of one's country illustrates the conflict between ______ and the general welfare.
20. The President is chief of this branch of government. (abbrev.)
21. Before a bill is voted on by the full House or Senate, there is often floor ______ by members for and against the bill.
25. The statement, "Republicans make the best Presidents," is a statement of ______.
26. Remembering only a certain part of a total picture, statement, or article is called ______ retention.
30. The number of U.S. Senators from Georgia.
31. One of the basic principles of a democracy is majority rule, but with protections for minority ______.
34. A statement of policy positions of a political party.
36. A term used to describe a person who supports military spending and is ready to use our military forces abroad to back up our foreign policy.
37. What the President can do to prevent a bill from becoming a law.
38. A service provided by the federal government.
39. A direct and quick way to let your Congressman know how you feel about an issue is through a ______.
40. The ability of the courts to declare acts of the other two branches unconstitutional is one example of a check to ______ power.
41. No longer a requirement to vote.
42. This type of ballot is used for voting when you won't be in town on election day.

### *Down*

2. A chart drawn in the shape of a circle and divided up into parts is known as a ______ chart.
3. One of the territorial possessions of the U.S.
4. The right to hear and decide a case, or power over any matter.
5. Government scandals and incidents like Watergate illustrate that no government official should be above the ______.
6. Number of years in the term of a U.S. Senator.
7. In appellate cases, most judges base their opinions on a previous court ______.
9. Legislative body for the U.S.
10. According to the principle of "popular ______," the people are the source of governmental authority.
12. Before going to the full House or Senate for debate and voting, a bill must first be studied by a ________.
13. Number of Representatives from Georgia in the U.S. House of Representatives.
14. The area that a U.S. Senator represents.
16. The President, Congress, and Courts are subject to a variety of constitutional ________, such as the veto, approving appointments, and declaring laws unconstitutional.
17. Before a bill can be sent to the President, both House and Senate must ________ on and pass the identical bill.
19. The type of government where the people play a significant role in selecting and controlling the government.
22. The ________ Leader is potentially the most influential and powerful member of the Senate.
23. ______ groups try to influence decisions of public officials and public opinion.
24. A source of news for many Americans. (abbrev.)
27. When all people are treated the same.
28. The President has primary control of ______ policy, often meeting with heads of state from other countries.
29. A ______ system of government is one with a central government and state governments, with each level of government given certain powers.
32. To rule a nation.
33. This branch of Congress is composed of members who represent an entire state, rather than districts within the state.
34. Political organization which tries to win elections.
35. One of the greatest influences on a child's political beliefs.

*KEY*

## U. S. GOVERNMENT CROSSWORD PUZZLE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3 GUAM
4 JURISDICTION
5 LAW
6 SIX
7 DECISION
8 FUNDRAISING
9 CONGRESS
10 SEPARATION
10 SOVEREIGNTY
11 CABINET
12 COMMITTEE
13 TEN
14 SAM
14 STATUTE
15 EFFECTIVENESS
16 CHECK
17 VOTE
18 INDIVIDUALISM
19 DEMOCRACY
20 EXEC
21 DEBATE
22 MAJORITY
23 INTEREST
24 TV
25 OPINION
26 SELECTIVE
27 EQUALITY
28 FOREIGN
29 FEDERAL
30 TWO
31 RIGHTS
32 GOVERN
33 SENATE
34 PLATFORM
34 PARTY
35 FAMILY
36 HAWK
37 VETO
38 MAIL
39 LETTER
40 BALANCE
41 LITERACY
42 ABSENTEE

# LAW AND INDIVIDUAL RIGHTS

**LESSON TOPIC:** Responsibilities of Democratic Citizenship

**GRADE LEVEL:** Secondary

**CONCEPTS:** Responsibility, citizenship

**TERMS:** Democracy, rights, responsibilities, duty

**OBJECTIVES:** Students will be able to:

1. Discuss reasons why in a democracy, citizens have both rights and responsibilities, and that one is not possible without the other.
2. Rank certain duties and responsibilities of citizenship in order of their perception of importance.
3. Identify specific rights and responsibilities that students have in their city, county, state, and nation.
4. Contribute to a group consensus as to what constitutes a good citizen, as well as identify areas where there not a consensus.

**MATERIALS:** Handout, "Responsibilities of Citizenship."

**PROCEDURES:**

1. Ask students whether it is possible to have "rights" without "responsibilities." Have students cite examples of how a young person's rights at home or in school increase as that person assumes more and more responsibilities.
2. Discuss the special responsibilities citizens have in a democracy, which assumes that citizens will follow political affairs and take an active part in expressing their voice in those affairs. Identify two types of responsibilities citizens have: (1) those to obey laws and public officials; and (2) those to actively participate in public affairs (e.g., keeping informed of public events, voting, writing public officials, etc.).
3. Have students study the handout. "Responsibilities of Citizenship," and rank the duties and responsibilities of citizenship on that list in order of their perception of importance. Additionally, have students suggest additional responsibilities not listed. Tally class answers on the chalk board, and allow students to discuss their individual answers, looking at areas where the class can reach a consensus and the areas where there is no consensus.
4. Have students list both rights and responsibilities that they as young people have in their school, city, county, state, and nation.

## RESPONSIBILITIES OF CITIZENSHIP

*The following list contains duties and responsibilities that some people consider an obligation of citizens in our democracy. Of course, not everyone agrees with which responsibilities are most important. Look over the list and rank from 1 to 20 in importance each of the responsibilities according to how you feel.*

___ Vote in all elections.
___ Join a political party.
___ Write your Congressman or state legislator.
___ Clean up litter in a city park.
___ Attend a public hearing on some problem facing the community.
___ Pay all taxes you owe.
___ Testify in court to a crime you witnessed.
___ Serve on a jury.
___ Write a letter to the editor of your local newspaper about some local problem.
___ Do volunteer work in your community.
___ Make a contribution to your favorite candidates for public office.
___ Join the Army.
___ Help people register to vote.
___ Organize a demonstration against some official or problem.
___ Read the newspaper or watch television news.
___ Report all crimes you see.
___ Never tell a lie or be dishonest.
___ Obey all laws—including speed laws.
___ Register according to Selective Service laws for military service.
___ Obey those laws you believe are right.

**LESSON TOPIC:** Protesting Social Injustice

**GRADE LEVEL:** Secondary

**CONCEPTS:** Civil disobedience, nonviolent protest, social injustice, civic responsibility

**TERMS:** Chamber of Commerce

**OBJECTIVES:** Students will be able to:

1. Analyze a case study to identify and compare two conflicting points of view regarding appropriate civic action in a problem situation.
2. Choose between the two alternative courses of action presented in the case study and justify their choice.
3. Predict the probable consequences of the course of action which they have chosen.
4. Clarify their personal attitudes toward the two courses of action.

**MATERIALS:** Case study "Talk or Action?"

**PROCEDURES:**

1. If students are of legal age for employment, ask them to describe to the class some experiences they may have had in applying for jobs in the community. If they are younger, ask them to share what older teenage friends or relatives have experienced. This activity should be brief. The intent is to focus attention and stimulate involvement but not to thoroughly explore the topic.
2. After drawing from the students a few examples of successes and failures in finding employment, have the students read the accompanying case study, "Talk or Action?." The case study has been written at a low reading level to fit the sample of students who will probably be using it.
3. Discuss the following questions:

   What is the problem which is discussed in this case?
   How would you describe Roger's point of view?
   How would you describe William's point of view?
   What is the disagreement between Roger and William?
   Can you explain why Roger thinks as he does?
   Can you explain why William thinks as he does?
   What was the cause of anger in this case?
   What was the cause of fear in this case?
   Would you go to the meeting with Roger? Why or why not?
   Do you agree with William? Why or why not?
   In what other ways could the guys deal with their problem?
   How would you decide which would be the best way?

4. After students have chosen a way to deal with the problem which they think is best, have them answer the following questions:

   What could be the possible results of the action you have chosen?
   What could happen to the employers?
   What could happen to the teenagers?
   What changes might take place?
   Whose beliefs might change?

## TALK OR ACTION?

"You guys have been watching the detective shows on TV too long. You think those tough guys are showing you real life. People can't really go around shooting people down and planting bombs you know. They get arrested, man. The cops always win, because they have the law on their side. You guys have been sitting in front of the tube, but you don't know what you've been seeing. Hey guys, the bad guy isn't the hero. The bad guy is the loser!"

As James listened to Roger talk, he tried to pretend he was feeling cool. He hoped his face did not show how embarrassed he felt. He tossed his head around a little just to show the guys he wasn't taking the whole scene seriously.

At least he was lucky enough to be sitting on the floor with his back to William. No way could he look William in the face now. His older brother, Roger, had just as much as told his most valuable friends they were too stupid to understand TV shows. Never again would he let Roger talk him into bringing the guys to the apartment.

Every time Roger got an audience he started shouting like a preacher. His job at the youth center had definitely gone to his head. He thought he was some big dude now. Good old Roger, always trying to set the younger kids straight.

"But, what about me?" James was thinking to himself. "What do I do? Do I respect my brother like mama is always telling me, or do I try to keep on the good side of my friends? From the way the other guys in the room are looking at Roger now, I don't think I can do both."

"Okay, Roger, we hear you, but you're not being fair to us. You are beginning to sound like rich folks who are the cause of our troubles."

James recognized William's voice. So now the argument was officially started. James was scared of what William would say. He knew William was angry about what happened last summer.

William and all the guys in the room had waited for years to become sixteen and old enough to be hired. Then last summer they applied for jobs all over town. All of them spent weeks asking employers to hire some high school kids for the summer. None of the guys got a job. Now another summer vacation threatened to stretch out long and empty before James and his friends.

William was fighting mad, because he desperately wanted to earn money this summer. "I say we should go to the stores and factories to ask for work once," said William. "After those big shot managers tell us to get lost, we go back. When we go back, we burn down their crummy buildings!"

That was too much for Tony to take. He jumped up and shouted, "William, you're crazy! You think we can go around destroying property without getting arrested? Haven't you heard? There is a law against setting fires. You're going to be real proud now if we all end up in jail, aren't you?"

"Tony, those businessmen are not going to pay any attention to us unless we break the law. We will have to risk going to jail so we can make our point."

James saw the worried expression on his brother's face. He knew Roger wouldn't stand for this talk about violence.

"Hold on, fellows," Roger interrupted. "William is right. We have to get people to pay attention to our problem. But we don't have to get their attention by breaking the law. I know a way to get them to realize the seriousness of too many unemployed teenagers."

"All right, Roger, tell us what magic will make those people give us jobs. Tell us what will make them care about our problem."

"Well, you guys are forgetting about how to get the powerful people on our side. Several of the businessmen in town belong to the Chamber of Commerce, right? So let's go to the Chamber of Commerce. Let's convince the members to pressure employers to hire teenagers this summer. Let's tell them how important the jobs are to us."

"Roger, last summer we talked and got nothing. This summer we should take action."

"William, the kind of action you want to take won't get us anything except trouble. I'm going to make an appointment to meet with the president of the Chamber of Commerce. Who in this room wants to go to that meeting with me?"

**LESSON TOPIC:** Law and Orderly Resolution of Conflict

**GRADE LEVEL:** Secondary

**CONCEPTS:** Law, conflict resolution

**TERMS:** Assault, defendant

**OBJECTIVES:** Students will be able to:

1. Compare alternatives to resolving conflicts within society.
2. Compare consequences of violent solutions with those non-violent.
3. Identify examples of conflicts which should be handled in the legal system, as opposed to those which can be handled outside that system.
4. Collect and sort out relevant facts with respect to a legal issue.
5. Discuss the importance of legal procedures and rules of evidence in the American judicial system.

**MATERIALS:** Handout, "Mock Trial Situation"

**PROCEDURES:**

1. Distribute copies of the "Mock Trial Situation" to students and assign roles to include: victim, defendant, witnesses, judge, jury, prosecutor, defense counsel, baliff, and court reporter. It is recommended that a lawyer or judge (see I.C.E. Community Resource Directory) be invited to the class to hear the case, since a lawyer can do much to help students learn of court procedures and acceptable arguments.
2. Students should be given written role cards, and the case itself should involve the following factual questions:
    - *Who was guilty of the assault?*
    - *Was the assault provoked?*
3. Witnesses should be called to help clarify the situation. You can adjust the evidence as needed to bring out different points. The purpose of the trial is to not only illustrate legal procedures but to show the disruption that such an incident can create. Discuss the "cost" in terms of human relations, as well as the cost in time and money involved in the trial.
4. If a judge or lawyer is present, ask him or her to provide information about the relative costs of running a trial. Ask students if there could have been another way which the incident could have been resolved without anyone getting hurt and without any court involvement.

# MOCK TRIAL SITUATION

Rodney was driving down the road in his old truck 10 miles per hour *under* the speed limit. A line of cars formed behind him on the winding highway. Whenever the car behind him tried to pass, Rodney would floor the accelerator and prevent the car from passing. Then, he would slow down again.

After about 10 minutes of doing this, Rodney pulled his pickup off the road into a liquor store parking lot. Another car pulled in next to him. When Rodney got out, he faced a large man who began yelling and cursing at him and demanded to know why Rodney had tried to get him killed out on the road. More words were exchanged and then Rodney attempted to push by the large man. The man punched Rodney, knocking him to the ground.

As the man got back into his car Rodney took down the license number. When he was able to stand, Rodney called the police who picked the large man up in the downtown area later that same day. The incident was witnessed by the liquor store manager, another motorist, and two family members in the defendant's car. Rodney swore out a complaint that the large man had assaulted him, and the defendant claimed that he was provoked and was merely defending himself.

**LESSON TOPIC:** Defining Individual Freedom in a Social Context

**GRADE LEVEL:** Secondary

**CONCEPTS:** Personal freedom, social responsibility, democracy

**TERMS:** Majority rule, minority rights, pluralistic society

**OBJECTIVES:** Students will be able to:

1. Give examples to illustrate the conflict of personal freedom with other social values.
2. Summarize what role government has in preserving social values and list which values if any should always be upheld.
3. Define the social responsibility of government and of the individual.
4. Demonstrate more positive attitudes toward political institutions and participation.

**MATERIALS:** Handout of newspaper article, "Freedom's Just Another Word"

**PROCEDURES:**

1. Pass out copies of the newspaper article, "Freedom's Just Another Word," and have students read it. One other option is to assign students parts and role-play a situation where a doctor and social worker take legal custody away from a family who refuse to allow their daughter to be treated by conventional means for her cancer.
2. After students have read the article, discuss the following questions to help lead students to probe their own values and to describe the values of a democratic society:
    - *What does freedom mean to you?*
    - *Can you think of any examples where freedom is not absolute?*
    - *In a democratic society is it always right for the will of the majority to be imposed on a minority?*
    - *What role should government play in people's personal affairs?*
    - *Should people always be allowed to do anything they want as long as it does not affect someone else?*
    - *Does government have a social responsibility to all members of society?*
    - *Can you think of any areas today where government has neglected its social responsibility?*
    - *What is social responsibility? How does it relate to social values?*
3. Assign an essay on what is social responsibility in a democracy. Have students outline the essay in class. Another alternative would be to set up a debate on the issue: *Resolved that government has the right to intervene whenever parents endanger the life of their child.*

# FREEDOM'S JUST ANOTHER WORD

by
Anne Corwin Blankenship

"Look at this!," Jack yelled, dancing around the room with the newspaper. "What the hell gives the state the right to do a thing like this! They won't let us make up our own minds about anything anymore!"

"This" was the laetrile controversy's latest twist. The state had taken protective custody of a 17-year-old girl in order to authorize conventional medical therapy for her disease—cancer of the lymph nodes. Prescribed treatment was radiation and chemotherapy.

Her parents had insisted she be treated only with laetrile. Big Mama State had intervened. And Jack was furious.

I yelled back at him.

"Do you think it would be better if the kid died? Just to prove some point about family freedom? What about her freedom to live?"

"Hey, she's old enough to make up her own mind. She didn't want it either. Do you know what the radiation does to you? It makes your hair fall out. It makes you vomit. It makes you sick, sick, sick."

"Well, do you know what cancer does to you? It kills you if it's not treated! And how's a kid who's still at home going to high school going to know what to do in a situation like that? She's probably scared to death. Sure she trusts her parents most of all.

"And anyway, what kind of parents are going to pass up a proven healing treatment for something as far out as laetrile?"

"Healing! Who knows what all that radiation does to your body! Who knows what laetrile does, either. Plenty of people believe in it, you know.

"Besides, that's not even the point. The point is that the state wouldn't let them decide what was best for their family. And I think that's sick, crazy and wrong."

The point is personal freedom. Sometimes it comes right up against the point of government. Social responsibility.

I used to be a member of the Government Corps. I was one of the Big Mama troops, right out front, social working in a county hospital, passing out a little money to the poor, a few bandages to the wounded, and soothing the psyches of everyone in sight.

I believed in freedom then, oh yes. I was sure I was helping people find it. A sound body leads to a sound mind. A sound mind leads to freedom.

Then one day I participated in a medical kidnap.

The parents belonged to a religious sect that believed it was dead wrong to undergo blood transfusions. Their three-year-old had been hit by a car. He needed blood to survive. The director of pediatrics called me to his office.

"We're going to have to get custody of this kid so we can treat him. His parents won't cooperate. Isn't there some kind of form we have to fill out? Can you take care of it right away?"

I balked. "Let me talk to the parents, first. I really don't think we should do that to them. I mean, they're crazy with worry. It's not as though this is an abused or neglected child."

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The doctor hit the ceiling. "That kid is going to die if we don't give him some blood right away and you're babbling about the parents' feelings! Well go on, talk to them if you have to. I've already talked 'til I'm blue in the face."

As I ran from his office, he called me back.

"If that child dies while you're in there dealing with his parents' feelings, you're going to have blood on your hands, girl."

It was a sobering thought. I didn't talk to the parents long. The image of the little boy, pale as death, kept rising in front of me, blotting out their earnest faces as they listened to my pleas and shook their hands.

No, they just couldn't do it. No, it was against everything they believed. No, if God wanted their son to live, He would save him with a miracle. No. No. No.

Then we would go ahead and take custody, I told them. I explained about the papers and plans and left. The deed was soon done with the help of the court emergency social worker. I flew back to the hospital, forms in hand. The transfusion was begun immediately.

Outside the door, barred from the room, the parents wept. Against their wills, they had sinned.

Back in my own office, I closed the door and stared at the wall for a long time.

It ain't easy. No. No. No.

Two weeks later the little boy left the hospital, grinning in his daddy's arms. I passed them in the hall and smiled. They did not smile back.

But they stared at their son with unmistakable joy.

Their miracle had happened. Not as they would have wished it, it is true. Perhaps if we had all had their faith.

Yet, I can only believe in what I have experienced. And I could not dissociate myself from my responsibility to that child—to help keep him alive in the only way I believed would work. And I walked all over his parents freedom because I believed a child's life was at stake.

It is a thin red line, often overstepped—the line between personal freedom and social responsibility. And despite the laws and manuals and the "guidelines," it still falls to some individual to draw the line—to judge the cost of permitting certain types of freedom.

Freedom. A sweet word to be sure. Sometimes meaning everything.

And sometimes just another word for everything to lose.

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LESSON TOPIC: Does Honesty Have Its Price?

GRADE LEVEL: Secondary

CONCEPTS: Decision-making, morality, honesty, social issue

TERMS: Dilemma

OBJECTIVES: Students will be able to:

1. Rank choices of personal action in resolving a social dilemma.
2. Discuss moral reasoning supporting different alternatives for resolving a social dilemma.
3. Assess other students' reasoning.

MATERIALS: Handout: "The Wallet Dilemma"

PROCEDURES:

1. Handout to students "The Wallet Dilemma," or ask them to listen carefully to the situation as you read it to them.
2. Ask students to comment on what condition Bill and his family were in to check and see if everybody is following the situation.
3. After reading the story have students consider each choice of action and rank their preferences from 1 to 7 (1 being the most preferred). You might want to put the alternatives on the board and have students copy them down before beginning the task if you are reading the dilemma to them.
4. After students have finished ranking the responses, divide the class into smaller groups based on their preferences and ask each group to come up with the two most important reasons which support the action they see as most preferred.
5. Bring the groups back together in a large circle discussion and call on various group leaders to report. Encourage student-to-student dialogue regarding their moral reasoning or justifications for what the main character—Bill—should do in the dilemma.
6. For those students who base their decision on whether Bill should be caught and punished, or whether Bill could expect a reward, direct questions such as the following to them:
   - *Would it matter if Bill happened to know and like Dr. Johnston?*
   - *What would other members of the community expect Bill to do with the wallet and money? What would Dr. Johnston expect Bill to do?*
   - *If people misplace things of value, do they lose the right to own such things?*

# THE WALLET DILEMMA

Bill Thompson was very depressed as he was walking to the bus stop. He had been looking for a job for twelve weeks. His rent was overdue; his electric power had been turned off, and it was already late in October. Snow could be falling, and here he was with no money to buy groceries or fuel for his wife and children.

Deep in thought, Bill did not notice a rut in the sidewalk. He caught his foot and fell. Muttering to himself, he began to pick himself up. As he looked down to see what had caused his fall, his eyes caught sight of a square brown object. It was a man's wallet. Looking around to see if he was being observed by anyone, Bill found he was alone. He quickly picked up the wallet and hurriedly put it in his coat pocket.

He walked on a short distance to where he found a deserted phone booth, opened the billfold and counted seven crisp new $100 bills. Along with the money were several business cards which identified the billfold as belonging to Doctor Alfred Johnston and gave his address.

What should Bill do and why? Consider each choice of action listed below and number your preferences from 1 to 7 (1 being the action most preferred). Be prepared to explain why for your choices.

_______ 1) Return the money and wallet to the Doctor immediately.
_______ 2) Keep the money.
_______ 3) Keep some of the money, and return the rest of the wallet.
_______ 4) Keep the money and return it after he gets a job.
_______ 5) Call the Doctor up and explain that he will return the wallet if he gets a reward.
_______ 6) Return the wallet to where he found it on the sidewalk.
_______ 7) Pray to God for a sign as to what he should do with the wallet.

**LESSON TOPIC:** Friendship and Loyalty vs. Social Responsibility

**CONCEPTS:** Loyalty, responsibility

**TERMS:** Dilemma, society, values

**OBJECTIVES:** Students will be able to:

1. Summarize in their own words the conflict of values between friendship and loyalty on one hand, and social responsibility on the other.
2. Make and support a decision involving a conflict of values between loyalty and responsibility.
3. Listen to, and debate, other students' reasoning in resolving a conflict of values between loyalty and responsibility.

**MATERIALS:** Handout, "Mrs. Smith's Dilemma"

**PROCEDURES:**

1. Hand out, or read aloud, "Mrs. Smith's Dilemma" and have students individually decide what Mrs. Smith should do. Ask them to write down two reasons supporting Mrs. Smith's decision. Call on a few students to explain the nature of the values conflict in the case study in their own words to make sure everyone understands the case study. Also, ask for a tentative show of hands on what the class thinks Mrs. Smith should do (and call on a few class members to explain their reasoning if there is substantial difference of opinion.
2. If there is disagreement on what Mrs. Smith's decision should be, then divide the class into small groups (5-6 students) based on their responses and ask them to agree on the two most important reasons why Mrs. Smith should or should not tell the police. Check on each group to see how the discussion proceeds, and then at an appropriate point bring them all together into a large circle for discussion. Call on the small groups to report and ask other groups to respond, also questioning the adequacy of the reasoning employed in each case.
3. The teacher should serve as moderator and facilitator in this discussion and refrain from doing all the talking. Some probe questions which can be used to stimulate student interaction are:
   - *How far should a mother go to protect her son?*
   - *What responsibility does a mother have toward her son? Toward a friend? Toward other people in society?*
   - *What are the likely consequences of not reporting the thefts? Does the amount of money make a difference?*
   - *What are the consequences of reporting the thefts?*
   - *If no one is really "hurt" by a crime, should it be reported? What if reporting it is likely to damage the reputation of the accused?*
   - *Would the case be different if Mr. Jones was very poor?*
   - *Are there other alternatives other than the two presented?*
   - *Should a person use the welfare of friends to save the honor of the family?*

## MRS. SMITH'S DILEMMA

Mrs. Smith and Mr. Jones are 78 and 83 years old, respectively. Their families have been friends for years, and since their spouses died, Mrs. Smith and Mr. Jones have become each other's closest friend.

Mrs. Smith's grown son, Ray, moved in with her about nine months ago after his wife died. He has no children. He changed jobs in order to move to his mother's town. He spent a lot of time with Mrs. Smith and Mr. Jones after he moved in with his mother.

Quite unexpectedly about three months ago, Ray announced he was getting married again. In a few weeks, he was remarried to a woman with two small children. At about the same time, Ray lost his job as an insurance salesman. He and his new wife decided to move to a nearby city and, almost immediately, did move, ending contact with Ray's mother rather abruptly.

Several weeks later, Mrs. Smith realized that Ray had taken a number of her checks and forged them for about $500. Remembering that Ray had been interested in obtaining a key to Mr. Jones' apartment, Mrs. Smith was worried that Ray might have done something similar to him. She asked him to go over his bank account. He did and discovered that Ray had evidently taken some of his checks, forging them for about $350. Mr. Jones was upset, of course, but he was not financially destitute without this money. He was more worried about Mrs. Smith. He told her that he would not notify the police unless she wanted him to.

Should Mrs. Smith notify the police that her son has stolen $850 from her and her friend? Why or why not?

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**LESSON TOPIC:** Search and Seizure

**GRADE LEVEL:** Secondary

**CONCEPTS:** Search and seizure, due process

**TERMS:** Evidence, search warrant, probable cause, Fourth Amendment

**OBJECTIVES:** Students will be able to:

1. List and explain the rights guaranteed by the Fourth Amendment to the U.S. Constitution.
2. Discuss the conflict of rights between the government and the citizen with regard to search and seizure of evidence.

**MATERIALS:** Handout, "Search and Seizure"

**PROCEDURES:**

1. Ask students what the phrase "search and seizure" means. Then explain that the phrase refers to any search of a person, object, or place by law enforcement officers for evidence related to a suspected crime and the seizing of that evidence.
2. Distribute handout, "Search and Seizure" to students and have them read the Fourth Amendment to the U.S. Constitution and discuss its meaning and its guarantees.
3. From the handout, also have students read the summary of the U.S. Supreme Court case Mapp v. Ohio and discuss the following questions:
    - *If you were a member of the Supreme Court, how would you rule if the Mapp case were appealed to your court? Why?*
    - *Justice Clark, expressing the majority opinion of the Court, said that as a matter of "due process," evidence obtained by a search and seizure in violation of the Fourth Amendment is inadmissible in a state or federal court. What do you think the term "due process" means as it pertains to Mapp's involvement with the justice system?*
    - *Do you think the Fourth Amendment's limitations on searches should apply to a person's place of business as well as home? To his garage? To his automobile? What about telephone conversations made from a public telephone? (In 1967 in Katz v. U.S., the Court overturned the conviction of a man who had been bugged by the FBI when he used a telephone booth for illegal betting).*
4. Our system of law protects the privacy of a citizen's home, as well as his personal and business papers, from unreasonable intrusions. Police can legally invade this privacy if *reasonable* grounds exist. To be reasonable there would have to be a probable cause to believe that a crime has been committed, or is about to be committed, or that evidence of a crime is concealed in the place to be searched. There are two kinds of searches and seizures. One is with a search warrant, and the other is without. Can you think of examples when a search warrant should not be required by police? Ask and discuss with students.
5. Have students read the hypothetical dilemma "To Search or Not to Search" on the handout. Discuss with them not only what the principal should do but why he should do it.

Should one ever consider breaking the law to make changes? What about Rosa Parks' sitting down in the front of the bus instead of in the rear (as required of all blacks in Alabama in 1955)?
How does one go about correcting social injustice without breaking the law?

5. Discussion of the questions after the case study should guide the students in clarifying their own values concerning appropriate means of approaching the problem of effective social change. As an extension activity, the students may look for a local newspaper article which is relevant to the problem presented in the case study. If the newspaper article is used as an extension activity, the possibility of peaceful protest and negotiation may seem more realistic to those who are inclined toward violent protest. Class consensus is not the necessary outcome. However, it is hoped that the teacher would facilitate class discussion of the consequences of William's and Roger's proposed actions.

6. As further follow-up the teacher might want to assign some students to read and report on Dr. Martin Luther King's *Letters from a Birmingham Jail.*

### United States Constitution

**Fourth Amendment.** *The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizure, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the person or things to be searched.*

### Mapp v. Ohio

367 U.S. 643 (1961)

On May 23, 1957, three police officers in Cleveland, Ohio wanted to question a certain person about a bombing incident. This person was reported to be hiding in Mapp's home. Without a search warrant, the police forced their way into her house. Once inside, they found obscene material during the course of their widespread search of the house. These materials were used to convict Mapp of "having in her possession certain lewd and lascivious books, pictures, and photographs." Under Ohio state law at the time, evidence obtained in an unlawful search and seizure was still admissible in a criminal prosecution. The case was appealed to the United States Supreme Court.

### To Search or Not to Search

A community near Atlanta has been so shocked by the increased sale and possession of "pot and pills" by students in the schools that the school board has passed a rule allowing principals to search student cars in the parking lots when necessary. The student body president at the high school thinks this violates Fourth Amendment rights. Do you agree, and why or why not?

The principal at the high school must decide whether or not to begin searching student vehicles. Some students say they will demonstrate against him if he does. If he does not search, then he will have to explain to the superintendent and school board. What should he do and why?

THE DENVER POST Wed., Sept. 3, 1980

## EVIDENCE INADMISSIBLE

# Court Upholds Strangulation Case Ruling

**By FRANK MOYA**
**Denver Post Legal Affairs Writer**

The Colorado Supreme Court Tuesday upheld a lower court order suppressing the confession of an ex-convict in the strangulation of an 11-year-old girl at the Pinehurst Country Club.

In affirming a ruling by former Denver District Judge Joseph Quinn, the high court agreed that Denver police improperly questioned James A. Lowe after Lowe had suggested he wanted to speak to a lawyer. As a consequence, Lowe's confession to the June 26, 1979, strangulation of Michelle Conley couldn't be used as evidence at trial, the high court said in a 6-0 ruling.

Quinn, who since he ruled on the case has been appointed to the high court, didn't participate in the decision.

**IN ADDITION** to the confession, the high court also upheld Quinn's suppression of evidence that was seized from a locker belonging to Lowe after Lowe voluntarily gave the police permission to search the locker. The high court said that evidence was inadmissible because the permission was obtained while the police were questioning Lowe illegally.

Although the suppression rulings were upheld by the six justices who participated in the decision, Justice Luis Rovira said in a concurring opinion that he did so reluctantly. Rovira urged that the U.S. Congress enact a law giving criminal defendants a right to take action against police officers who violate their rights as an alternative to the "exclusionary rule" — a court-created rule that requires that evidence illegally taken by police from defendants not be used at trial.

**MISS CONLEY'S** body was discovered in a maintenence room at the country club several hours after she had been reported missing. Lowe, a maintenence man at the club who previously has served a prison sentence for a sex-related offense, was arrested several hours after the body was discovered.

After Lowe was brought to the police station, Denver Homicide Detective John Wycoff took Lowe to a room at the station and asked him: "Do you know why you are here?" Lowe said he did and later gave a complete confession that was tape-recorded.

Wycoff failed to ask Lowe if Lowe wished to waive his rights against self-incrimination and his right to have an attorney present when he asked his initial question. During Lowe's confession, Wycoff failed to stop the interview when Lowe expressed misgivings about the interview while it was in progress.

**IN AN OPINION** written by Justice George Lohr, the high court said Wycoff's intitial question to Lowe was calculated to obtain incriminating information before Lowe had been advised of his rights. The subsequent questioning, during which Lowe confessed and gave permission to have his locker searched, was tainted by the earlier, illegal question and therefore is inadmissible, the court said. In addition, the high court found that at the time Lowe confessed, it wasn't shown that he had knowingly and voluntarily decided to waive his rights.

In other action Tuesday, the high court upheld the constitutionality of the state's habitual traffic offender law, under which a driver whose bad driving record has resulted in a five-year suspension of his license, can be found guilty of a felony if caught driving again during the five-year period.

The court rejected several constitutional challenges to the law that had been raised by attorneys for Dewey Kenneth McKnight, but at the same time sent McKnight's case back to the lower court for another hearing.

The high court said McKnight is entitled to have a jury consider whether or not he was driving because of a personal emergency.

In the absence of an emergency in such cases, a judge is required to sentence the driver to a prison term. However, if an emergency was present, the judge may grant probation.

**LESSON TOPIC:** Criminal Court and the Rights of the Accused

**GRADE LEVEL:** Secondary

**CONCEPTS:** Criminal justice system, equal justice under the law

**OBJECTIVES:** Students will be able to:

1. Identify beliefs and values basic to American jurisprudence.
2. Describe criminal court procedures and relate them to legal rights which an accused person has when involved in the criminal justice system.
3. Explain the adversary system and give at least two examples of it in operation.
4. Identify and define common legal terms.

**MATERIALS:** Handout on Fulton County State Court Criminal Case-Handling Procedures

**PROCEDURES:**

1. A visit to court to observe a jury trial of a criminal case lends itself well to a unit of study on the rights of the accused. Permission to visit the court may be obtained by calling the office of any of the Superior or State Court judges. The court staff is most cooperative in trying to find a suitable day for the class to visit. Students need to be in court for the whole day (9:00 AM to 4:00 PM with a break for lunch) and it is helpful if you can get some information about the case or cases which the students will see so that students may be prepared for what to look for.
2. Prior to visiting the court the instructor may want to distribute a handout put out by the State Court of Fulton County. This handout outlines criminal case-handling procedures and includes a chart. It should be noted that the State Courts usually try only misdemeanors or minor felonies. After reading the information, students should be encouraged to formulate questions about the judicial process which they can ask the judge and attorneys during their visit.
3. Once the visit has been set up the teacher should hand out questions to help students focus their observation and interview:

   Give examples of some legal concepts and procedures in operation in the courtroom visited (i.e., right to counsel, impartial judge and jury, right to cross-examine witnesses, etc.).

   How important do you think the knowledge and skill of the lawyers is in determining the outcome of a trial?

   How important is the judge's role in insuring a fair trial?

   Do you agree with the principle that a jury of one's peers should determine one's guilt or innocence? Are there other alternatives? What are they? Are they superior to the jury system?

## Fulton County (GA) State Court
## Criminal Case-Handling Procedures

### I. General Handling

A. In each of the municipal courts* operating within the corporate limits of cities under the jurisdiction of Fulton County (GA), bond for an individual arrested without a warrant is set during an initial hearing if the presiding judge finds probable cause. The case is then bound over to the appropriate court. If the case involves a misdemeanor offense, it is bound over to the state court or to the superior court if the case involves a felony. After the case is bound over to the appropriate court, the defendant is considered for continuous bond if bond was posted on behalf of the defendant at the initial hearing of the municipal court. The case of an individual arrested without a warrant in unincorporated Fulton County is referred directly to the state court.

B. If the judge is unable to determine probable cause, the defendant is released at the municipal court level and the charge is dismissed.

C. If the Justice of the Peace or state court judge issues a warrant, the issuing court holds a commitment hearing for the purpose of determining probable cause. If probable cause is determined, the Justice of the Peace or state court judge (civil division) binds the case over to either the criminal division of the state court or the superior court. The warrant-issuing authority also sets bond—if bond was not set during a prior hearing in a lower court—or determines whether the defendant complied with the bond schedule which jail personnel administers and maintains.

D. All information collected on the defendant is forwarded to the jail to be entered in the county's computer system. The information then, is forwarded to the Sheriff's office and, later, is picked up by the Solicitor.

E. The Solicitor gathers lab reports concerning the defendant and investigates reports prepared by police and witnesses. When the Solicitor's report is completed, the accuser signs the accusation.

F. The accusation then is forwarded to the clerk of the state court's criminal division to be docketed and assigned a case number.

G. The calendar clerk verifies the defendant's bond status and checks fingerprint records in all but abandonment and traffic cases. The Georgia State Patrol's records are used to check traffic cases.

H. The case is placed on the arraignment calendar and published in the *Fulton Daily Report* two weeks prior to the date scheduled for arraignment. During arraignment, the defendant pleads guilty or not guilty to the formal charge. No witnesses are subpoenaed for this appearance. If the defendant is indigent and requests a counsel, one is appointed.

I. If the defendant pleads "guilty" at arraignment, the judge either sentences or orders a presentence investigation. Sentencing is set for a later date if a presentence investigation is ordered. If the defendant pleads "not guilty," the case is returned to the calendar clerk to schedule a nonjury (bench) or jury trial, whichever the defendant prefers. The trial calendar is published in the *Fulton Daily Report* two weeks prior to the trial date.

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*City Court of Atlanta, Recorder's Court of Alpharetta, College Park, East Point, Fairburn, Hapeville, Palmetto, Roswell, Union City, Mayor's Court of Mountain Park (i.e., 10).

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J. Motions must be filed on or before the date of arraignment. Motion hearings are scheduled and published in the same manner as trials, but prior thereto.

K. The case is then assigned to a jury or nonjury judge. The Sheriff prepares and serves subpoenas on witnesses.

L. If, on the date of the trial, the jury or the judge finds the defendant "not guilty," the defendant is released and a judgment is entered.

M. If found guilty, the convicted defendant is sentenced or the judge orders a presentence investigation. Sentencing possibilities: a) suspended sentence on payment of a fine; b) probated sentence with a fine to be paid over a period of time; c) jail sentence of up to twelve months for each count, to be served in the county or state facility at the judge's discretion; d) probation with specified conditions; e) combination of jail time, and/or fines and/or probation.

## II. Special Handling

### A. Jail Cases

1. If probable cause is determined in a municipal court, Justice of the Peace (JP) Court, or state court (civil division) and the defendant is bound over to either the state court (misdemeanors) or the superior court (felonies), the defendant is taken to the Fulton County Jail.
2. Within 48 hours, unless a weekend intervenes, the defendant's case is heard in the criminal division of the state court. (This proceeding is held every other day, on Mondays, Wednesdays, Fridays).
3. A hearing calendar (prearraignment) is prepared by the Sheriff's Deputy at the jail.
4. The detainee then is brought before the presiding criminal judge for a hearing. If the defendant is indigent and requests it, a counsel is appointed.
5. The hearing calendar and accompanying paperwork is sent to the calendar clerk of the criminal division. The clerk checks for previous cases, pending charges, pending cases where a fine has not been paid or other sentences in noncompliance, cases of bond forfeiture, "no arrest" cases (outstanding warrants with accusations drawn), and for cases the superior court reduced to misdemeanors. The calendar clerk also determines whether the defendant is being returned from Central State Hospital.
6. If a bench trial is requested, a trial date is set within one week of the date of the hearing. If a jury trial is requested, a trial date is set on the next available jury calendar. The trial date is not published in the *Fulton Daily Report*.
7. If the defendant makes bond at this point or the judge reduces the bond and the defendant is released, the trial date remains the same because all witnesses will have been notified to appear on that expedited date.

### B. Abandonment Cases

1. Although abandonment is a misdemeanor, the Clerk's office does not investigate prior criminal or fingerprint records.

2. Because of the need to obtain support for abandoned children, arraignment is held immediately preceding trial. For this reason, the arraignment/trial date is published in the *Fulton County Daily Report* on the same date.
3. Each month, two abandonment calendars are scheduled—on the second and fourth Tuesdays—for the judge presiding over bench trials.
4. If a nonjury abandonment case is reset, it is assigned to the next judge assigned bench trials so as not to delay trial.
5. If the defendant requests a jury, the abandonment case is placed on the next available jury-trial calendar and for the duration of the proceedings, is assigned to that judge.

C. Traffic Cases—Citations in Lieu of Arrest

1. The officer issuing the ticket sets the court date in accordance with the schedule previously determined by the commanding officer. The commanding officer develops schedules in order that court conflicts for individual police officers may be avoided.
2. There are six traffic court days a month: first and third Tuesdays and first through fourth Thursdays.
3. All cases are heard by the presiding judge for that day.
4. Defendants are tried on tickets rather than by accusation.
5. If the defendant fails to appear, the ticket is forwarded to the Solicitor's office, an accusation is drawn, and a warrant issued. An accusation is also drawn if the defendant requests a jury. The same proceedings that apply to other jury misdemeanor cases are then followed.

**LESSON TOPIC:** Fair Trial and Free Press

**GRADE LEVEL:** Secondary

**CONCEPTS:** Free press, due process, constitutional rights

**TERMS:** Coroner, bludgeoned, inquest, indict, seditious libel

**OBJECTIVES:** Students will be able to:

1. Identify and paraphrase those rights which an accused person has when involved with the criminal justice system.
2. Apply skills of legal reasoning to real and hypothetical cases involving constitutional issues.
3. Analyze the conflict between two democratic values—free press and the guarantee of a fair trial—and discuss the consequences of balancing them.

**MATERIALS:** Handouts: "Sheppard v. Maxwell," "Gannett v. DePasquale," and "Decision Making"

**PROCEDURES:**

1. Begin with a discussion of the Bill of Rights. However, just having students read and memorize such rights is not productive without analyzing how the courts have wrestled with interpreting and applying rights to new situations. Briefs of two cases—"Sheppard v. Maxwell" and "Gannett v. DePasquale"—are included for students to see that two or more constitutional rights may conflict. Upon reading the cases and identifying the facts, the issues, and the opposing arguments, students can use the decision-making diagram to help prepare an opinion on the matter.
2. Before any decisions are given orally, a "fish-bowl" exercise may be used with the class. Nine chairs may be set up at the front of the room. Names of the Supreme Court Justices who served at the time the case was heard may be placed on the backs of the chairs. When the "Supreme Court" has given its opinion, the class can then be invited to participate.
3. After both cases have been discussed or role-played, the teacher may want to have students summarize what they have learned and how they think the conflict between free press and fair trial should be balanced. A film on the Sam Sheppard case is available from Fulton County School System's audiovisual department, and may be used at this point.

## SHEPPARD V. MAXWELL

### 384 U.S. 333 (1966)

On July 4, 1954 Dr. Sam Sheppard reported to police that his pregnant wife had been bludgeoned to death in their upstairs bedroom. A prominent medical doctor of Cleveland, "Dr. Sam" told police that he had been dozing in front of the TV downstairs when he was awakened by a cry from upstairs. He ran upstairs and saw a "form" next to his wife's bed. As he struggled with this "form," he was struck on the back of the neck and knocked unconscious. When he recovered, he discovered that his wife was dead.

Even though the coroner did not believe his story, Sheppard was not charged with anything for weeks. Family and friends had removed him to a nearby clinic operated by his family to care for his injuries. Meanwhile, a series of editorials began appearing in the local newspapers charging a cover-up and that "somebody was getting away with murder." An inquest was held on July 21st in a school gymnasium packed with reporters, TV crews, photographers, and newsmen. Dr. Sheppard was questioned in full view of hundreds of persons, and afterwards the coroner announced to the audience that he could order Dr. Sheppard held for grand jury, but he would not do so.

Throughout the next week numerous local newspaper stories were published which implied Sheppard was the real suspect, that he had been involved with other women, and that police were stalling because of the physician's prominent status in the community. The same day that a front page editorial demanded, "Quit Stalling—Bring Him In," police arrested Sam Sheppard. On August 17th he was indicted for murder, and his case came to trial on October 18th, just two weeks before both the judge and prosecutor were up for reelection.

A list of prospective jurors was published in the newspapers, and even though TV cameras were not allowed in while court was in session, during recesses cameras flashed and TV crews moved in to catch the participants on film. Every juror except one later testified to reading opinions about the case in the Cleveland papers, and most of them saw broadcasts and heard radio commentaries relating to the case. Most of the media coverage was very biased against Dr. Sheppard.

The judge refused to grant the defense attorney's motion to continue the trial at a later date or relocate it in a less emotionally charged environment. He said that the court could not control everybody reporting about the case, nor could it continually harass the jury about listening to the trial commentaries. When one columnist reported a charge by a female convict that Sheppard was the father of her illegitimate child, however, the judge instructed the jury to pay no attention to that type of "scavenging."

Sheppard was convicted of murder and sentenced to life in prison. After 10 years of appeals, the case was finally heard by the Supreme Court in 1966. F. Lee Bailey, now famous as a defense attorney, argued that Sheppard was denied a fair trial because of the trial judge's failure to protect him from the massive prejudicial publicity pervading his trial. As a member of the U.S. Supreme Court, *how would you rule* on the issues in this case?

## GANNETT VS. DEPASQUALE

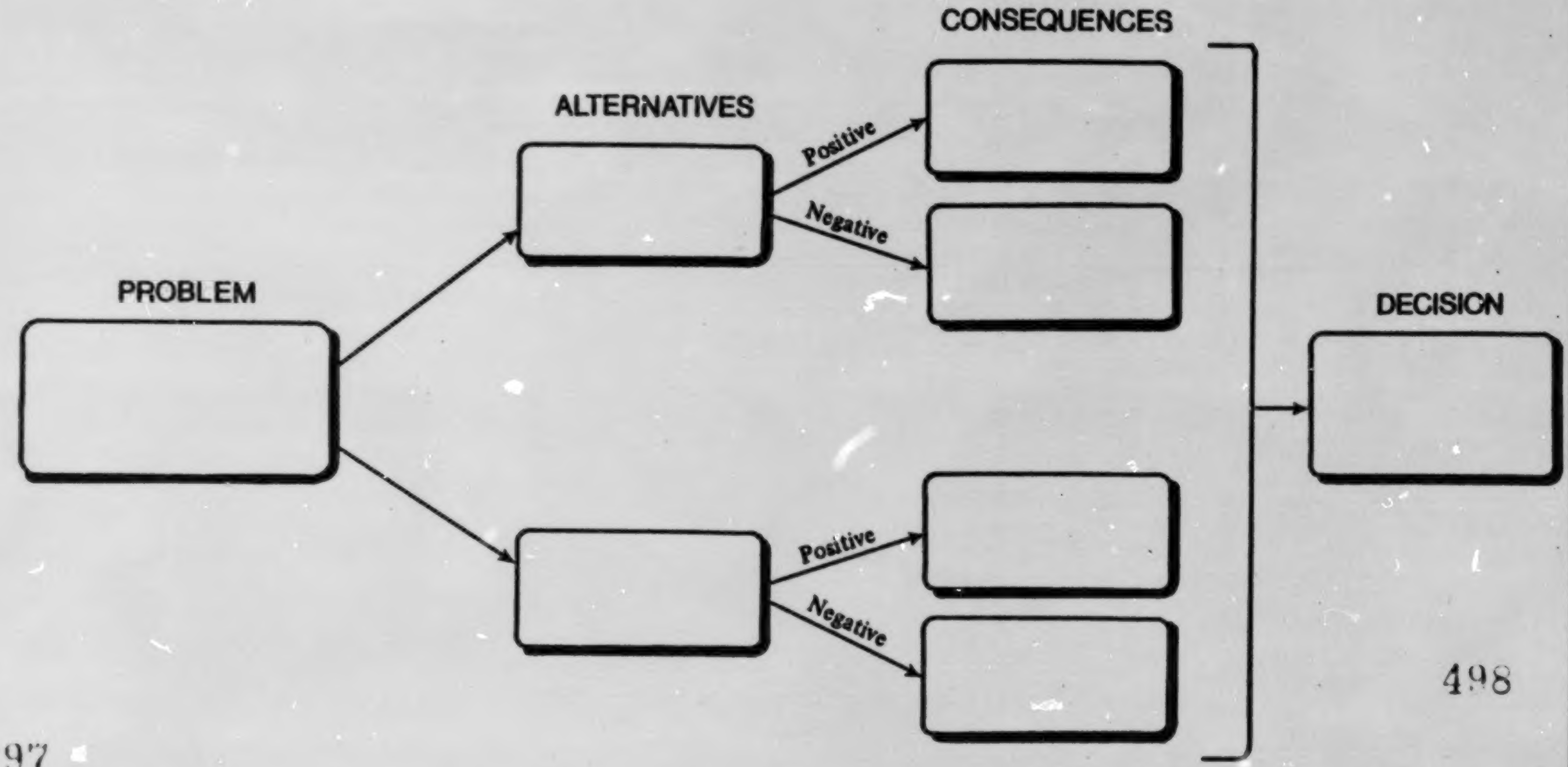
(443 U.S. 368, 1979)

Two men were being tried for murder in a County Court in New York. Their defense attorneys requested that both the public and the press be excluded from the pretrial hearing because all the buildup of adverse publicity was preventing the defendants from receiving a fair trial. The District Attorney did not object to closing the hearing, nor did a reporter who was present that day. The judge granted the motion.

The next day the judge received a letter from the reporter's publisher which asserted the right of the press to cover the hearing. The publisher requested access to a transcript of the proceedings of the hearing. The judge eventually scheduled a hearing about this request but afterwards decided that although the press had a constitutional right of access to the pretrial proceeding, such right had to be balanced against the constitutional right of the defendants to a fair trial. Under the circumstances presented the judge decided that the interests of the press and public were outweighed by the defendants' right to a fair trial.

The New York Supreme Court on appeal held that the judge's exclusionary orders transgressed the public's vital interest in open judicial proceedings and constituted an unlawful prior restraint in violation of the First and Fourteenth Amendments. The Court of Appeals of New York, on appeal, upheld the exclusion of the press and the public from the pretrial proceeding. Now, the case has come before the U.S. Supreme Court. If you were a Supreme Court Justice, how would you decide upon this issue, and what would be your reasoning?

# Decision Making


PROBLEM
ALTERNATIVES
CONSEQUENCES
Positive
Negative
Positive
Negative
DECISION

Enlarge diagram if additional alternatives or consequences are needed.

LESSON TOPIC: Local Law Enforcement

GRADE LEVEL: Secondary

CONCEPTS: Law enforcement

TERMS: Police, sheriff, highway patrol, municipal, county, "hot pursuit"

OBJECTIVES: Students will be able to:

1. Describe the basic framework of state and local law enforcement in Georgia.
2. Describe the main functions carried out by police in their community.
3. Discuss advantages and disadvantages of having police forces organized at local levels instead of having a centralized state or national police force.
4. Identify problems faced by local law enforcement officers in carrying out their responsibilities.

MATERIALS: Handouts: "Law Enforcement in Georgia" and "Police in America." Reprint of article, "A Professor's 'Street Lessons'."

PROCEDURES:

1. Using the handout "Law Enforcement in Georgia," discuss the basic framework of state and local law enforcement in Georgia—including municipal police, county police, county sheriff, and highway patrol. Have students identify which law enforcement agencies have jurisdiction in their community.
2. Have students read the handout "Police in America" and discuss as a group the questions at the end.
3. Have students read the article, "A Professor's 'Street Lessons'" and answer the following questions:
    - *What was Professor Kirkham's image of a police officer before he put on a badge?*
    - *How did Kirkham's ideas about criminals change once he became a police officer?*
    - *How did Kirkham come to view the victims of crime?*
    - *What type of pressures did Kirkham find police officers having to live with in their job?*
    - *Why would a person want to become or remain a "cop?"*
4. Contact the local police department (see I.C.E. Community Resource Directory or ask for the community relations department) and arrange for a police officer to visit the classroom. Students should prepare questions before the visit—either inspired from the readings or students' own experiences with police. If questions are not asked, be sure that the police officer addresses such issues as nature of the local law enforcement problem, how rights of suspected criminals are balanced against the rights of accused, and career opportunities in law enforcement.

5. If possible, arrange with the police department for selected students to ride along with an officer on patrol and report back to the class on the experience. As students ride, have them interview the officers and observe:

   - *Types of calls they receive*
   - *Equipment in the patrol car*
   - *Attitude of the officer toward the people in the community, and especially toward young people*
   - *How the officer treats suspects stopped or arrested*
   - *What dangers go with the job*
   - *List of police calls responded to during the ride*
   - *General impressions of the officers*

6. Have students compare their observations from the field and from interviews with what they have read in class and draw conclusions on local law enforcement.

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## LAW ENFORCEMENT IN GEORGIA

Although it is common to think of police and judges working for the same branch of government, the law enforcement function belongs to the executive branch. Characteristically, it is performed at the local level, having been delegated to the respective counties and communities by the state. It is the local level where most law enforcement is done, even though it is state and—from time to time—federal laws being enforced (in addition to local ordinances).

The primary role of state in law enforcement is to (1) determine what the criminal laws of the state will be, and (2) provide technical assistance to local law enforcement agencies (such as analyzing evidence in crime labs, helping in investigations, and training law enforcement officers). In a few areas—such as patrolling the state's highways and parks—state officers are directly involved in law enforcement.

The following attempts to summarize the major components of the state and local law enforcement system in Georgia:

### I. State Patrol

As part of the Georgia Department of Public Safety, the State Patrol has as its major responsibility the patrol of public highways and roads in Georgia and the enforcement of state traffic laws. Additionally the State Patrol may make arrests for criminal activity of any type performed on the state highways or on state property. Currently, there are more than 700 troopers assigned to 47 patrol posts located across the state.

### II. Georgia Bureau of Investigation

The GBI is the state's primary criminal investigation agency, operating an extensive system in cooperation with local agencies of crime-related information (e.g., whether someone has a criminal arrest record, whether a car has been listed as stolen, etc.). The GBI has a team of investigation specialists who will help local and federal agencies on request to solve crimes, as well as conduct criminal investigations on a statewide basis. Also, a state crime laboratory is operated to test evidence submitted (e.g., ballistics, cause of death, etc.).

### III. County Sheriff

Each of Georgia's counties has a sheriff who serves the county generally in three areas: (1) as the chief law enforcement officer, (2) as an officer of the court, and (3) as keeper of the county jail. In approximately 18 counties—including Fulton—a county police department has been created to be responsible for the first of the three functions.

In those counties where the sheriff is responsible for law enforcement, the sheriff's office is involved in patrol, investigation, and crime prevention. In all counties, the sheriff serves the court as baliff, as agent for serving of summons, subpoenas, and other civil papers; and as executor of warrants. As official jailer of the county, the sheriff is responsible for the prevention of escape, as well as the health, safety, and welfare of prisoners under his control.

A sheriff's jurisdiction is generally limited to the geographic boundaries of his county, unless in "hot pursuit" of an offender who leaves the county.

The sheriff is elected by the voters of the county for a four-year term. At his discretion, the sheriff may appoint one or more deputies.

## IV. County Police

According to state law, county commissioners of any county may appoint a county police department. Currently 18 counties in the state—including Fulton—have done so.

Legally, county police departments have authority for law enforcement concurrent with that of the sheriff. However, in counties which have a separate police department, functions such as routine patrol and criminal investigation are performed by the county police, while the sheriff's office primarily focuses on serving the court and maintaining the jail.

Like the sheriff, the county police have jurisdiction within the unincorporated areas of a county (unless the city contracts with the county police for patrol of municipal areas within the county). Additionally, in cases of "hot pursuit," they may make arrests beyond the boundaries of the county.

## V. Municipal Police

Most law enforcement officers in Georgia are municipal employees. Presently some 338 Georgia municipalities fund police departments. These range in size from 1 to well over 1,000 officers. Municipal police departments exercise all traditional law enforcement functions, including enforcement of state laws and city ordinances. Over 40 percent of these departments also operate municipal jails within their cities.

The jurisdiction of municipal police is generally limited to city boundaries, although they may make arrests beyond these boundaries when in "hot pursuit."

*SOURCE: State Crime Commission*

# POLICE IN AMERICA

Fulton County patrolman Johnson received a call on his radio to proceed to a rural address where a young man was brandishing a sawed-off shotgun in his front yard and yelling that he was going to kill his wife and children. When Johnson arrived at the scene, he talked the man into putting the gun down. Johnson's partner picked up the weapon and put it in the patrol car while Johnson placed the man under arrest. He read him his rights and started to put handcuffs on his wrists.

Suddenly, a woman (later identified as the man's wife) ran from the house and angrily confronted the officers. She wanted to know why they were arresting her "man." She said that she did not want to file any complaints against her husband now that he had sobered up a little. However, Johnson explained that he was charging her husband with possession of an illegal firearm which is against the law in Georgia.

This epidsode demonstrates the two jobs that the police perform in most places around the country. First, they try to "keep the peace" in the community. Whether it is breaking up a domestic quarrel or directing traffic after a football game, the police perform an important community service in maintaining order. Second, they enforce the law. When the legislature passes a law (such as making it illegal to carry a firearm with a shortened barrel), then the police must see to it that the law is obeyed. To carry out this second job police have been given the power to arrest or take lawbreakers into custody.

Modern police forces evolved from the unpaid volunteer patrols called "nightwatches" which sprang up in American cities before 1840. The men of the nightwatch were not exactly like "Starsky and Hutch." Their emphasis was on protecting people in the streets after dark. Often to make sure they avoided criminals they would carry noisemakers to warn the criminals that they were coming! Yet, this cowardly patrol was better than what one might find in the rural areas where there was no protection at all. In 1844 New York City became the first American city to establish a full-time police force, and by 1870 most American cities had done the same.

Unlike many other countries the U.S. has many different police forces organized at different levels of government. There are city and county police departments, state patrols, and the Federal Bureau of Investigation. Apparently, U.S. citizens have felt that local police are easier to control than one national police force. People have feared that having the latter might lead to the taking away of many individual freedoms, especially if one or a few people were in complete command of it. The disadvantages of having thousands of police forces are that there are no common standards of training, hiring, or pay. Sometimes, it is hard for different forces to work together due to personal jealousies and communication problems. So, small police forces remain costly and inefficient at their jobs.

Some people would argue that because of the economy and the fact that people move around so much today that there should be one large police agency to enforce all criminal laws around the U.S. Do you agree? Why or why not? What would happen if we did away with all the police forces we have now?

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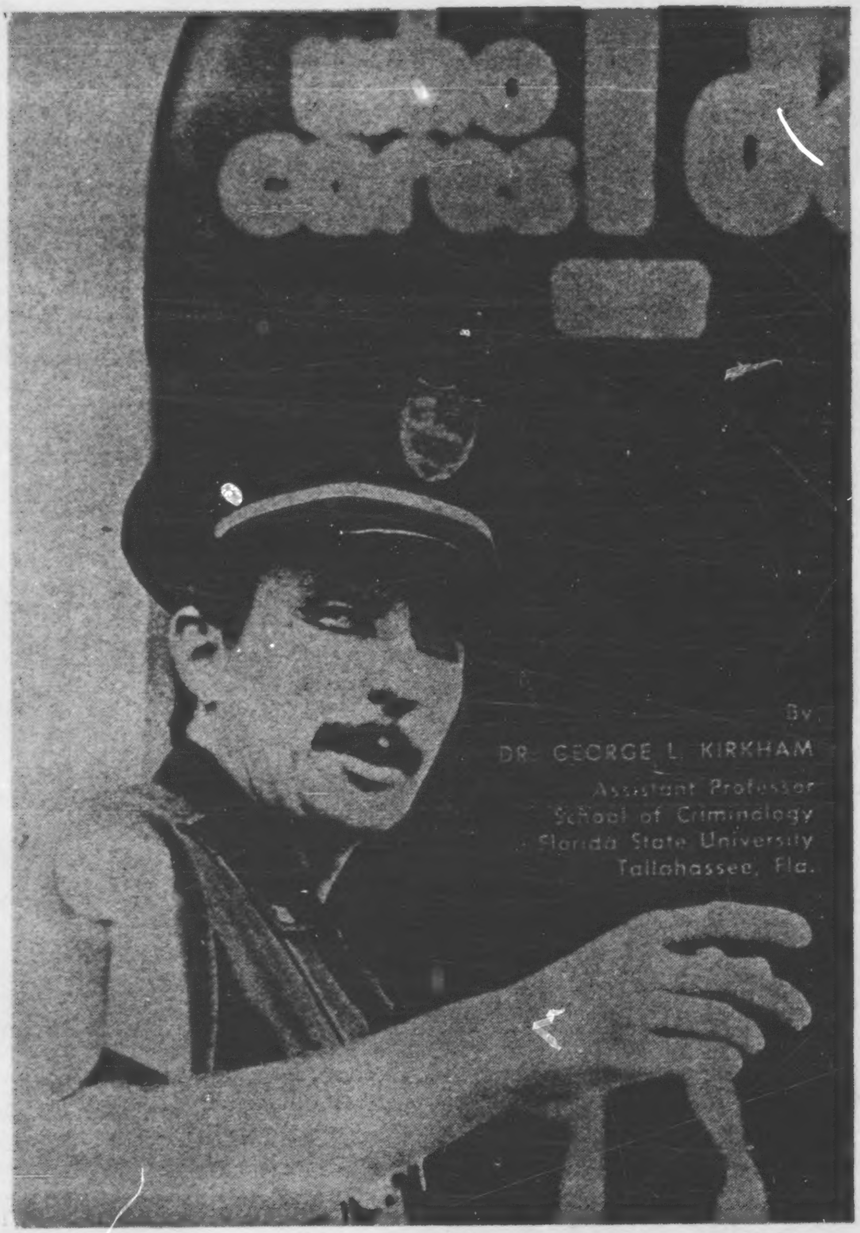
# A PROFESSOR'S "Street Lessons"



By
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*". . . I came home and took off the badge and blue uniform with a sense of satisfaction and contribution to society that I have never known in any other job. Somehow that feeling seems to make everything—the disrespect, the danger, the boredom—worthwhile."*

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As policemen have come under increasing criticism by various individuals and groups in our society in recent years, I cannot help but wonder how many times they have clenched their teeth and wished they could expose their critics to only a few of the harsh realities which their job involves.

Persons such as myself, members of the academic community, have traditionally been quick to find fault with the police. From isolated incidents reported in the various news media, we have fashioned for ourselves a stereotyped image of the police officer which conveniently conforms to our notions of what he is. We see the brutal cop, the racist cop, the grafting cop, the discourteous cop. What we do not see, however, is the image of thousands of dedicated men and women struggling against almost impossible odds to preserve our society and everything in it which we cherish.

For some years, first as a student and later as a professor of criminology, I found myself troubled by the fact that most of us who write books and articles on the police have never been policemen ourselves. I began to be bothered increasingly by many of my students who were former policemen. Time and again, they would respond to my frequently critical lectures on the police with the argument that I could not possibly understand what a police officer has to endure in modern society until I had been one myself. Under the weight of this frustration, and my personal conviction that knowledge has an applied as well as a theoretical dimension, I decided to take up this challenge: I would become a policeman myself as a means of establishing once and for all the accuracy of what I and other criminologists had been saying about the police for so long.

### *From Professor to Cop*

Suffice it to say that my announced intention to become a uniformed patrolman was at first met with fairly widespread disbelief on the part of family, friends, and colleagues alike. At 31, with a family and an established career as a criminologist, I was surely an unlikely candidate for the position of police recruit. The very idea, it was suggested to me, was outrageous and absurd. I was told that no police administrator in his right mind would allow a representative of the academic world to enter his organization. It had never been done and could not be done.

> ***". . . I would become a policeman myself as a means of establishing once and for all the accuracy of what I and other criminologists had been saying about the police for so long."***

Fortunately, many of my students, who either had been policemen or were at the time, sounded a far more optimistic and enthusiastic note. Police administrators and officers alike, they said, would welcome the opportunity to expose members of the academic community to the problems of their occupation. If one of us were really willing to see and feel the policeman's world from behind a badge and blue uniform, instead of from the safe and comfortable vantage point of a classroom or university office, police officers themselves would do everything in their power to make the opportunity available. Despite these assurances from my policemen-students, I remained skeptical over my chances of being allowed to do such an unorthodox thing.

**Pictured is Dr. Kirkham in the studious seclusion of his university office.**

This skepticism was, however, soon to be overcome. One of my better criminology students at the time was a young police officer on educational leave from the Jacksonville, Fla., Sheriff's Office. Upon learning of my desire to become a police officer in order to better understand the problems of policemen, he urged me to contact Sheriff Dale Carson and Undersheriff D. K. Brown of his department with my proposal. I had earlier heard other police officers describe the consolidated 800-man force of Jacksonville-Duval County as one of the most progressive departments in the country. I learned that Sheriff Carson and Undersheriff Brown, two former FBI Agents, had won considerable respect in the law enforcement profession as enlightened and innovative administrators.

The size and composition of Jacksonville, as well as its nearness to my university and home, made it appear to be an ideal location for what I wished to do. Numbering just over one-half million residents, Jacksonville impressed me as being the kind of large and rapidly growing American city which inevitably experiences the major social problems of our time: crime and delinquency, racial unrest, poverty, and mental illness. A seaport and industrial center, Jacksonville offered a diversity of urban, suburban, and even rural populations in its vast land area. I took particular note of the fact that it contained a fairly typical inner-city slum section and black ghetto, both of which were in the process of being transformed through a massive program of urban redevelopment. This latter feature was especially important to me insofar as I wanted to personally experience the stresses and strains of today's city policeman. It was, after all, he who had traditionally been the subject of such intense interest and criticism on the part of social scientists such as myself.

Much to my surprise, both Sheriff Carson and Undersheriff Brown were not only supportive but enthusiastic as well over my proposal to become a city patrolman. I made it clear to them at the outset that I did not wish to function as an observer or reserve officer, but rather wanted to become a fully sworn and full-time member of their department for a period of between 4 and 6 months. I further stated that I hoped to spend most of this period working as a uniformed patrolman in those inner city beats most characterized by violence, poverty, social unrest, and high crime rates. They agreed to this, with the understanding that I would first have to meet the same requirements as any other police candidate. I would, for example, have to submit to a thorough character investigation, a physical examination, and would have to meet the same training standards applied to all other Florida police officers. Since I was to be unpaid, I would be exempted from departmental civil service requirements.

### *Restyling an Image*

Both Carson and Brown set about overcoming various administrative and insurance problems which had to be dealt with in advance of my becoming a police officer. Suppose, for example, I should be injured or killed in the line of duty, or should injure or kill someone else. What of the department and city's liability? These and other issues were gradually resolved with considerable effort on their part. The only stipulation set forth by both administrators was one with which I strongly agreed: for the sake of morale and confidence in the department, every officer must know in advance exactly who I was and what I was doing. Other than being in the unusual position of a "patrolman-professor," I would be indistinguishable from other officers in every respect, from the standard issue .38 Smith and Wesson revolver I would carry to the badge and uniform I would wear.

> ***". . . I would first have to meet the same requirements as any other police candidate . . . a thorough character investigation, a physical examination . . . the same training standards. . . ."***

The biggest and final obstacle which I faced was the necessity that I comply fully with a 1967 Florida Police Standards law, which requires that every police officer and deputy sheriff in the State complete a minimum of 280 hours of law enforcement training prior to being sworn in and assigned to regular duty. Since I had a full-time university job nearly 200 miles from Jacksonville, this meant that I would be unable to attend the regular sheriff's academy. I would have to attend a certified academy in my own area, something which I arranged to do with Sheriff Carson's sponsorship.

For 4 months, 4 hours each evening and 5 nights a week, I attended the Tallahassee area police academy, along with 35 younger classmates. As a balding intellectual, I at first stood out as an oddity in the class of young men destined to become local law enforcement officers. With the passage of time, however, they came to accept me and I them. We joked, drank coffee, and struggled through various examinations and lessons together. At first known only as "the professor," the men later nicknamed me "Doc" over my good-natured protests.

As the days stretched into weeks and the weeks into months, I took lengthy notes on the interviewing of witnesses at crime scenes, investigated imaginary traffic accidents, and lifted fingerprints. Some nights I went home after hours of physical defense training with my uniformly younger and stronger peers with tired muscles, bruises, and the feeling that I should have my head examined for undertaking such a rugged project.

As someone who had never fired a handgun, I quickly grew accustomed to the noise of 35 revolvers firing at the cardboard silhouettes which our minds transformed into real assailants at the sound of the range whistle. I learned how to properly make car stops, approach a front door or darkened building, question suspects, and a thousand other things that every modern police officer must know. After what seemed an eternity, graduation from the academy finally came, and with it what was to become the most difficult but rewarding educational experience of my life: I became a policeman.

### *The School of Hard Knocks*

I will never forget standing in front of the Jacksonville police station on that first day. I felt incredibly awkward and conspicuous in the new blue uniform and creaking leather. Whatever confidence in my ability to "do the job" I had gained during the academy seemed to evaporate as I stood there watching other blue figures hurrying in the evening rain toward assembly. After some minutes, I summoned the courage to walk into the station and into my new career as a core city patrolman.

That first day seems long ago now. As I write this, I have completed over 100 tours of duty as a patrolman. Although still a rookie officer, so much has happened in the short space of 6 months that I will never again be either the same man or the same scientist who stood in front of the station on that first day. While it is hard to even begin to describe within a brief article the many changes which have occurred within me during this time, I would like to share with fellow policemen and colleagues in the academic community a few of what I regard as the more important of what I will call my "street lessons."

I had always personally been of the opinion that police officers greatly exaggerate the amount of verbal disrespect and physical abuse to which they are subjected in the line of duty. During my first few hours as a street officer, I lived blissfully in a magic bubble which was soon to burst. As a college professor, I had grown accustomed to being treated with uniform respect and deference by those I encountered. I somehow naively assumed that this same quality of respect would carry over into my new role as a policeman. I was, after all, a representative of the law, identifiable to all by the badge and uniform I wore as someone dedicated to the protection of society. Surely that fact would entitle me to a measure of respect and cooperation—or so I thought. I quickly found that my badge and uniform, rather than serving to shield me from such things as disrespect and violence, only acted as a magnet which drew me toward many individuals who hated what I represented.

I had discounted on my first evening the warning of a veteran sergeant who, after hearing that I was about to begin work as a patrolman, shook his head and cautioned, "You'd better watch yourself out there, Professor! It gets pretty rough sometimes!" I was soon to find out what he meant.

> *"After what seemed an eternity, graduation from the academy finally came, and with it what was to become the most difficult but rewarding educational experience of my life: I became a policeman."*

Several hours into my first evening on the streets, my partner and I were dispatched to a bar in the downtown area to handle a disturbance complaint. Inside, we encountered a large and boisterous drunk who was arguing with the bartender and loudly refusing to leave. As someone with considerable experience as a correctional counselor and mental health worker, I hastened to take charge of the situation. "Excuse me, Sir," I smiled pleasantly at the drunk, "but I wonder if I could ask you to step outside and talk with me for just a minute?" The man stared at me through bloodshot eyes in disbelief for a second, raising one hand to scratch the stubble of several days growth of beard. Then suddenly, without warning, it happened. He swung at me, luckily missing my face and striking me on the right shoulder. I couldn't believe it. What on earth had I done to provoke such a reaction? Before I could recover from my startled condition, he swung again—this time tearing my whistle chain from a shoulder epaulet. After a brief struggle, we had the still shouting, cursing man locked in the back of our cruiser. I stood there, breathing heavily with my hair in my eyes as I surveyed the damage to my new uniform and looked in bewilderment at my partner, who only smiled and clapped me affectionately on the back.

### *Theory v. Practice*

"Something is very wrong," I remember thinking to myself in the front seat as we headed for the jail. I had used the same kind of gentle, rapport-building approach with countless offenders in prison and probation settings. It had always worked so well there. What was so different about being a policeman? In the days and weeks which followed, I was to learn the answer to this question the hard way. As a university professor, I had always sought to convey to students the idea that it is a mistake to exercise authority, to make decisions for other people, or rely upon orders and commands to accomplish something. As a police officer myself, I was forced time and again to do just that. For the first time in my life, I encountered individuals who interpreted kindness as weakness, as an invitation to disrespect or violence. I encountered men, women, and children who, in fear, desperation, or excitement, looked to the person behind my blue uniform and shield for guidance, con-

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An animated group of inner-city youths clusters around the squad car of Officer Kirkham and his partner.

A report on a disturbance call is discussed with partner.

# All In A Day's Work . . .

A Jacksonville motorist receives helpful directions from Officer Kirkham.

Officer Kirkham and his partner cautiously approach a building where an armed suspect is believed to be hiding.

He radios police headquarters while partner restrains suspect.

trol, and direction. As someone who had always condemned the exercise of authority, the acceptance of myself as an unavoidable symbol of authority came as a bitter lesson.

I found that there was a world of difference between encountering individuals, as I had, in mental health or correctional settings and facing them as the patrolman must: when they are violent, hysterical, desperate. When I put the uniform of a police officer on, I lost the luxury of sitting in an air-conditioned office with my pipe and books, calmly discussing with a rapist or armed robber the past problems which had led him into trouble with the law. Such offenders had seemed so innocent, so harmless in the sterile setting of prison. The often terrible crimes which they had committed were long since past, reduced like their victims to so many printed words on a page.

Now, as a police officer, I began to encounter the offender for the first time as a very real menace to my personal safety and the security of our society. The felon was no longer a harmless figure sitting in blue denims across my prison desk, a "victim" of society to be treated with compassion and leniency. He became an armed robber fleeing from the scene of a crime, a crazed maniac threatening his family with a gun, someone who might become my killer crouched behind the wheel of a car on a dark street.

### *Lesson in Fear*

Like crime itself, fear quickly ceased to be an impersonal and abstract thing. It became something which I regularly experienced. It was a tightness in my stomach as I approached a warehouse where something had tripped a silent alarm. I could taste it as a dryness in my mouth as we raced with blue lights and siren toward the site of a "Signal Zero" (armed and dangerous) call. For the first time in my life, I came to know—as every policeman knows—the true meaning of fear. Through shift after shift it stalked me, making my palms cold and sweaty, and pushing the adrenalin through my veins.

I recall particularly a dramatic lesson in the meaning of fear which took place shortly after I joined the force. My partner and I were on routine patrol one Saturday evening in a deteriorated area of cheap bars and pool halls when we observed a young male double-parked in the middle of the street. I pulled alongside and asked him in a civil manner to either park or drive on, whereupon he began loudly cursing us and shouting that we couldn't make him go anywhere. An angry crowd began to gather as we got out of our patrol car and approached the man, who was by this time shouting that we were harassing him and calling to bystanders for assistance. As a criminology professor, some months earlier I would have urged that the police officer who was now myself simply leave the car double-parked and move on rather than risk an incident. As a policeman, however, I had come to realize that an officer can never back down from his responsibility to enforce the law. Whatever the risk to himself, every police officer understands that his ability to back up the lawful authority which he represents is the only thing which stands between civilization and the jungle of lawlessness.

> ***". . . lawful authority . . . is the only thing which stands between civilization and the jungle of lawlessness."***

The man continued to curse us and adamantly refused to move his car. As we placed him under arrest and attempted to move him to our cruiser, an unidentified male and female rushed from the crowd which was steadily enlarging and sought to free him. In the ensuing struggle, a hysterical female unsnapped and tried to grab my service revolver, and the now angry mob began to converge on us. Suddenly, I was no longer an "ivory-tower" scholar watching typical police "overreaction" to a street incident—but I was part of it and fighting to remain alive and uninjured. I remember the sickening sensation of cold terror which filled my insides as I struggled to reach our car radio. I simultaneously put out a distress call and pressed the hidden electric release button on our shotgun rack as my partner sought to maintain his grip on the prisoner and hold the crowd at bay with his revolver.

How harshly I would have judged the officer who now grabbed the shotgun only a few months before. I rounded the rear of our cruiser with the weapon and shouted at the mob to move back. The memory flashed through my mind that I had always argued that policemen should not be allowed to carry shotguns because of their "offensive" character and the potential damage to community relations as a result of their display. How readily as a criminology professor I would have condemned the officer who was now myself, trembling with fear and anxiety and menacing an "unarmed" assembly with an "offensive" weapon. But circumstances had dramatically changed my perspective, for now it was *my* life and safety that were in danger, *my* wife and child who might be mourning. Not "a policeman" or Patrolman Smith—but *me*, George Kirkham! I felt accordingly bitter when I saw the individual who had provoked this near riot back on the streets the next night, laughing as though our charge of "resisting arrest with violence" was a big joke. Like my partner, I found myself feeling angry and frustrated shortly after-ward when this same individual was allowed to plead guilty to a reduced charge of "breach of peace."

### *Loud Defendants and Silent Victims*

As someone who had always been greatly concerned about the rights of offenders, I now began to consider for the first time the rights of police officers. As a police officer, I felt that my efforts to protect society and maintain my personal safety were menaced by many of the very court decisions and lenient parole board actions I had always been eager to defend. An educated man, I could not answer the questions of my fellow officers as to why those who kill and maim policemen, men who are involved in no less honorable an activity than holding our society together, should so often be subjected to minor penalties. I grew weary of carefully following difficult legal restrictions, while thugs and hoodlums consistently twisted the law to their own advantage. I remember standing in the street one evening and reading a heroin "pusher" his rights, only to have him convulse with laughter halfway through and finish reciting them, word for word, from memory. He had been given his "rights" under the law, but what about the rights of those who were the victims of people like himself? For the first time, questions such as these began to bother me.

As a corrections worker and someone raised in a comfortable middle class home, I had always been insulated from the kind of human misery and tragedy which become part of the policeman's everyday life. Now, the often terrible sights, sounds, and smells of my job began to haunt me hours after I had taken the blue uniform and badge off. Some nights I would lie in bed unable to sleep, trying desperately to forget the things I had seen during a particular tour of duty: the rat-infested shacks that served as homes to those far less fortunate than I, a teenage boy dying in my arms after being struck by a car, small children clad in rags with stomachs bloated from hunger playing in a urine-spattered hall, the victim of a robbery senselessly beaten and murdered.

In my new role as a police officer, I found that the victims of crime ceased to be impersonal statistics. As a corrections worker and criminology professor, I had never given much thought to those who are victimized by criminals in our society. Now the sight of so many lives ruthlessly damaged and destroyed by the perpetrators of crime left me preoccupied with the question of society's responsibility to protect the men, women, and children who are victimized daily.

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> ***"As a corrections worker and criminology professor, I had never given much thought to those who are victimized by criminals in our society."***

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For all the tragic victims of crime I have seen during the past 6 months, one case stands out above all. There was an elderly man who lived with his dog in my apartment building downtown. He was a retired bus driver and his wife was long deceased. As time went by, I became friends with the old man and his dog. I could usually count on finding both of them standing at the corner on my way to work. I would engage in casual conversation with the old man, and sometimes he and his dog would walk several blocks toward the station with me. They were both as predictable as a clock: each evening around 7, the old man would walk to the same small restaurant several blocks away, where he would eat his evening meal while the dog waited dutifully outside.

One evening my partner and I received a call to a street shooting near my apartment building. My heart sank as we pulled up and I saw the old man's mutt in a crowd of people gathered on the sidewalk. The old man was lying on his back, in a large pool of blood, half trying to brace himself on an elbow. He clutched a bullet wound in his chest and gasped to me that three young men had stopped him and demanded his money. After taking his wallet and seeing how little he had, they shot him and left him on the street. As a police officer, I was enraged time and again at the cruelty and senselessness of acts such as this, at the arrogance of brazen thugs who prey with impunity on innocent citizens.

### *A Different Perspective*

The same kinds of daily stresses which affected my fellow officers soon began to take their toll on me. I became sick and tired of being reviled and attacked by criminals who could usually find a most sympathetic audience in judges and jurors eager to understand their side of things and provide them with "another chance." I grew tired of living under the ax of news media and community pressure groups, eager to seize upon the slightest mistake made by myself or a fellow police officer.

As a criminology professor, I had always enjoyed the luxury of having great amounts of time in which to make difficult decisions. As a police officer, however, I found myself forced to make the most critical choices in a time frame of seconds, rather than days: to shoot or not to shoot, to arrest or not to arrest, to give chase or let go—always with the nagging certainty that others, those with great amounts of time in which to analyze and think, stood ready to judge and condemn me for whatever action I might take or fail to take. I found myself not only forced to live a life consisting of seconds and adrenalin, but also forced to deal with human problems which were infinitely more difficult than anything I had ever confronted in a correctional or mental health setting. Family fights, mental illness, potentially explosive crowd situations, dangerous individuals—I found myself progressively awed by the complexity of tasks faced by men whose work I once thought was fairly simple and straightforward.

Indeed, I would like to take the average clinical psychologist or psychiatrist and invite him to function for just a day in the world of the policeman, to confront people whose problems are both serious and in need of immediate solution. I would invite him to walk, as I have, into a smoke-filled pool room where five or six angry men are swinging cues at one another. I would like the prison counselor and parole officer to see their client Jones—not calm and composed in an office setting, but as the street cop sees him—beating his small child with a heavy belt buckle, or kicking his pregnant wife. I wish that they, and every judge and juror in our country, could see the ravages of crime as the cop on the beat must: innocent people cut, shot, beaten, raped, robbed, and murdered. It would, I feel certain, give them a different perspective on crime and criminals, just as it has me.

### *Humaneness in Uniform*

For all the human misery and suffering which police officers must witness in their work, I found myself amazed at the incredible humanity and compassion which seems to characterize most of them. My own stereotypes of the brutal, sadistic cop were time and again shattered by the sight of humanitarian kindness on the part of the thin blue line: a young patrolman giving mouth to mouth resuscitation to a filthy derelict; a grizzled old veteran embarrassed when I discovered the bags of jelly beans which he carried in the trunk of his car for impoverished ghetto kids—to whom he was the closest thing to an Easter Bunny they would ever know; an officer giving money out of his own pocket to a hungry and stranded family he would probably never see again; and another patrolman taking the trouble to drop by on his own time in order to give worried parents information about their problem son or daughter.

As a police officer, I found myself repeatedly surprised at the ability of my fellow patrolmen to withstand the often enormous daily pressures of their work. Long hours, frustration, danger, and anxiety—all seemed to be taken in stride as just part of the reality of being a cop. I went eventually through the humbling discovery that I, like the men in blue with whom I worked, was simply a human being with definite limits to the amount of stress I could endure in a given period of time.

I recall in particular one evening when this point was dramatized to me. It had been a long, hard shift—one which ended with a high-speed chase of a stolen car in which we narrowly escaped serious injury when another vehicle pulled in front of our patrol car. As we checked off duty, I was vaguely aware of feeling tired and tense. My partner and I were headed for a restaurant and a bite of breakfast when we both heard the unmistakable sound of breaking glass coming from a church and spotted two long-haired teenage boys running from the area. We confronted them and I asked one for identification, displaying my own police identification. He sneered at me, cursed, and turned to walk away. The next thing I knew I had grabbed the youth by his shirt and spun him around, shouting, "I'm talking to you, punk!" I felt my partner's arm on my shoulder and heard his reassuring voice behind me, "Take it easy, Doc!" I released my grip on the adolescent and stood silently for several seconds, unable to accept the inescapable reality that I had "lost my cool." My mind flashed back to a lecture during which I had told my students, "Any man who is not able to maintain absolute control of his emotions at all times has no business being a police officer." I was at the time of this incident director of a human relations project designed to teach policemen "emotional control" skills. Now here I was, an "emotional control" expert, being told to calm down by a patrolman!

### *A Complex Challenge*

As someone who had always regarded policemen as a "paranoid" lot, I discovered in the daily round of violence which became part of my life that chronic suspiciousness is something that a good cop cultivates in the interest of going home to his family each evening. Like so many other officers, my daily exposure to street crime soon had me carrying an off-duty weapon virtually everywhere I went. I began to become watchful of who and what was around me, as things began to acquire a new meaning: an open door, someone loitering on a dark corner, a rear license plate covered with dirt. My personality began to change slowly according to my family, friends, and colleagues as my career as a policeman progressed. Once quick to drop critical barbs about policemen to intellectual friends, I now became extremely sensitive about such remarks—and several times became engaged in heated arguments over them.

As a police officer myself, I found that society demands too much of its policemen: not only are they expected to enforce the law, but to be curbside psychiatrists, marriage counselors, social workers, and even ministers, and doctors. I found that a good street officer combines in his daily work splinters of each of these complex professions and many more. Certainly it is unreasonable for us to ask so much of the men in blue; yet we must, for there is simply no one else to whom we can turn for help in the kind of crises and problems policemen deal with. No one else wants to counsel a family with problems at 3 a.m. on Sunday; no one else wants to enter a darkened building after a burglary; no one else wants to confront a robber or madman with a gun. No one else wants to stare poverty, mental illness, and human tragedy in the face day after day, to pick up the pieces of shattered lives.

As a policeman myself, I have often asked myself the questions: "Why does a man become a cop?" "What makes him stay with it?" Surely it's not the disrespect, the legal restrictions which make the job increasingly rough, the long hours and low pay, or the risk of being killed or injured trying to protect people who often don't seem to care.

The only answer to this question I have been able to arrive at is one based on my own limited experience as a policeman. Night after night, I came home and took off the badge and blue uniform with a sense of satisfaction and contribution to society that I have never known in any other job. Somehow that feeling seemed to make everything—the disrespect, the danger, the boredom—worthwhile.

### *An Invaluable Education*

For too long now, we in America's colleges and universities have conveyed to young men and women the subtle message that there is somehow something wrong with "being a cop." It's time for that to stop. This point was forcibly brought home to me one evening not long ago. I had just completed a day shift and had to rush back to the university with no chance to change out of uniform for a late afternoon class. As I rushed into my office to pick up my lecture notes, my secretary's jaw dropped at the sight of the uniform. "Why, Dr. Kirkham, you're not going to go to class looking like *that*, are you?" I felt momentarily embarrassed, and then struck by the realization that I would not feel the need to apologize if I appeared before my students with long hair or a beard. Free love advocates and hatemonger revolutionaries do not apologize for their group memberships, so why should someone whose appearance symbolizes a commitment to serve and protect society? "Why not," I replied with a slight smile, "I'm proud to be a cop!" I picked up my notes and went on to class.

Let me conclude this article by saying that I would hope that other educators might take the trouble to observe firsthand some of the policeman's problems before being so quick to condemn and pass judgment on the thin blue line. We are all familiar with the old expression which urges us to refrain from judging the worth of another man's actions until we have walked at least a mile in his shoes. To be sure, I have not walked that mile as a rookie patrolman with barely 6 months' experience. But I have at least tried the shoes on and taken a few difficult steps in them. Those few steps have given me a profoundly new understanding and appreciation of our police, and have left me with the humbling realization that possession of a Ph. D. does not give a man a corner on knowledge, or place him in the lofty position where he cannot take lessons from those less educated than himself. ■

**Dr. Kirkham discusses lecture he is about to give his criminology students at Florida State University in Tallahassee while attired in his uniform.**

LESSON TOPIC: Growth of Multinational News Media

GRADE LEVEL: Secondary

CONCEPTS: News media, propaganda, censorship

TERMS: News service, Oceania, Third World

OBJECTIVES: Students will be able to:

1. Explain the purpose and development of international news services.
2. Identify ways news services can affect the perception and knowledge of world events in different countries.
3. Contrast the presentation of information and news events by privately-owned news services from state-owned or controlled news services.
4. Read and interpret maps which present the global spread of news agencies from 1905 to 1965.

MATERIALS: Handout: "Growth of World News Agencies." Maps: Blank global map, "World Continents (and Oceania)," "News Agencies Created Prior to 1905," "News Agencies Created Between 1917-1930," "News Agencies Created Between 1931-1955," and "News Agencies Created Between 1956-1965."

INTRODUCTION: The development of international news services accompanied the growth of international telegraph and cable companies in the latter part of the nineteenth century. By the 1870s, three international news services had developed: Reuters (Britain), Havas (France), and Wolff (Germany). For the most part, the flow of international news was monopolized by these three services, a monopoly only broken in this century by the addition of American and Soviet-based news services.

Today there are five news services distributing international news to nations around the world: Reuters (Britain), Agence France-Presse (France), Tass (Soviet Union), and Associated Press and United Press International (United States). Of these, all are privately-owned, commercial news services, except for Tass, which is state-owned and controlled by the Soviet Union. In addition to these five, there are approximately two hundred other news services in operation—including official state news agencies in some nations (which control what information may be printed in that nation), specialized news services (e.g., business and economic news), plus international news correspondents for news magazines (such as Time and Newsweek) and the major television networks. Most recently, Cable News Network has set up an international news network broadcasting televised news coverage from around the world to Atlanta, from where it is beamed by satellite to cable television systems around the nation.

PROCEDURES:

1. Show a newspaper such as the Atlanta *Constitution* to the class. Point out the kinds of news it contains—local, state, national, international, sports, features, etc. Ask students where they think newspapers get the information they print. Point out that local and

some state news comes from local correspondents for the paper; news from other cities in Georgia comes primarily from AP and UPI news services, as also news from the nation and the world. Point out United Press International (UPI) and Associated Press (AP) headings on articles. Explain the services that news agencies provide in collecting and disseminating news from around the state, nation, and world.

2. Distribute four blank global maps to each student and the handout, "Growth of World News Agencies." Have students mark with a small circle the location of news agencies around the world during each of the four periods: pre-1905, 1917-1930, 1931-1955, and 1956-1965. Use the four maps already marked to check students' maps. Then have students identify and mark off the world's continents and Oceania. Using the maps, ask students to identify trends in the development of international news services. Have students draw information from the maps in a form similar to the table below:

Number of News Agencies

| | Pre-1905 | 1917-30 | 1931-55 | 1956-65 |
|---|---|---|---|---|
| North America | 1 | 5 | 2 | 4 |
| South America | 1 | 0 | 11 | 6 |
| Africa | 0 | 0 | 3 | 18 |
| Europe | 11 | 10 | 36 | 2 |
| Asia | 0 | 3 | 33 | 11 |
| Australia | 0 | 1 | 1 | 0 |
| Oceania | 1 | 0 | 1 | 1 |

3. Have students discuss what trends they observe during these time periods. What are possible reasons why the number of services increased up to 1955 and dropped off afterwards? (Improved vehicles for global communication, use of satellites, and television networks have built up substantial news operations, etc.) Which continents or areas have exhibited the greatest growth in news services?

4. Have students discuss whether the historic control of international news by the major five news services has possibly shaped global events.

5. Discuss the consequences of the free flow of international news versus the controlled flow by the state. Are there instances where the people of a nation have been shut off from knowledge of world events? Is the flow of international news into the United States controlled by the government of this country? Are there any circumstances where the government has a right to control or censor news that the people of the nation are exposed to? If so, what are some consequences of such censoring?

## GROWTH OF WORLD NEWS AGENCIES

### *Headquarters of News Agencies Created Prior to 1905*

| *Country* | *City* |
|---|---|
| Argentina | Buenos Aires |
| Bulgaria | Sofia |
| Denmark | Copenhagen |
| Finland | Helsinki |
| Greece | Athens |
| Hungary | Budapest |
| New Zealand | Wellington |
| Norway | Oslo |
| Spain | Madrid |
| Switzerland | Berne |
| United Kingdom | London (3) |
| United States | New York |

### *Headquarters of News Agencies Created Between 1917 - 1930*

| *Country* | *City* |
|---|---|
| Australia | Sydney |
| Belgium | Brussels |
| Canada | Montreal, Toronto |
| China | Taipei |
| Czechoslovakia | Prague |
| Finland | Helsinki |
| Holy See | Rome |
| Israel | Tel Aviv |
| Spain | Madrid |
| Sweden | Stockholm |
| Switzerland | Fribourg, Berne |
| Turkey | Ankara |
| USSR | Moscow |
| United Kingdom | London |
| United States | Chicago, New York, Washington |

### *Headquarters of News Agencies Created Between 1931 - 1955*

| *Country* | *City* |
|---|---|
| Afghanistan | Kabul |
| Albania | Tirana |
| Argentina | Buenos Aires |
| Australia | Melbourne |
| Belgium | Brussels |
| Brazil | Rio de Janeiro (4) |
| Cambodia | Phnom-Penh |
| Ceylon (Sri Lanka) | Colombo |
| Chile | Santiago (3) |
| China, Republic of | Taipei (6) |
| China | Peking |
| Columbia | Bogata |
| Czechoslovakia | Prague |
| Finland | Helsinki |
| France | Paris (6) |
| West Germany | Bonn (2)<br>Frankfurt (2)<br>Hamburg (2) |

## *Headquarters of News Agencies Created Between 1931 - 1955 (cont.)*

| *Country* | *City* |
|---|---|
| East Germany | Berlin |
| Holy See | Rome |
| Hong Kong | Hong Kong |
| India | Ludhiana (Punjab) |
| | New Delhi |
| | Bombay |
| | Bangalore |
| Indonesia | Djakarta (2) |
| Iran | Teheran |
| Israel | Tel Aviv |
| Italy | Rome (3) |
| Japan | Tokyo (3) |
| North Korea | Pyongyang |
| South Korea | Seoul (3) |
| Netherlands | The Hague (2) |
| New Zealand | Wellington |
| Pakistan | Karachi |
| | Lahore |
| Philippines | Manila (2) |
| Poland | Warsaw (2) |
| Portugal | Lisbon (2) |
| Rumania | Bucharest |
| Somalia | Mogadiscio |
| South Africa | Johannesburg |
| Spain | Madrid (2) |
| Turkey | Istanbul |
| Egypt | Cairo |
| United Kingdom | London (2) |
| United States | New York (2) |
| Uruguay | Montevideo |
| Venezuela | Caracas |
| North Vietnam | Hanoi |
| South Vietnam | Saigon |
| Yugoslavia | Belgrade (2) |

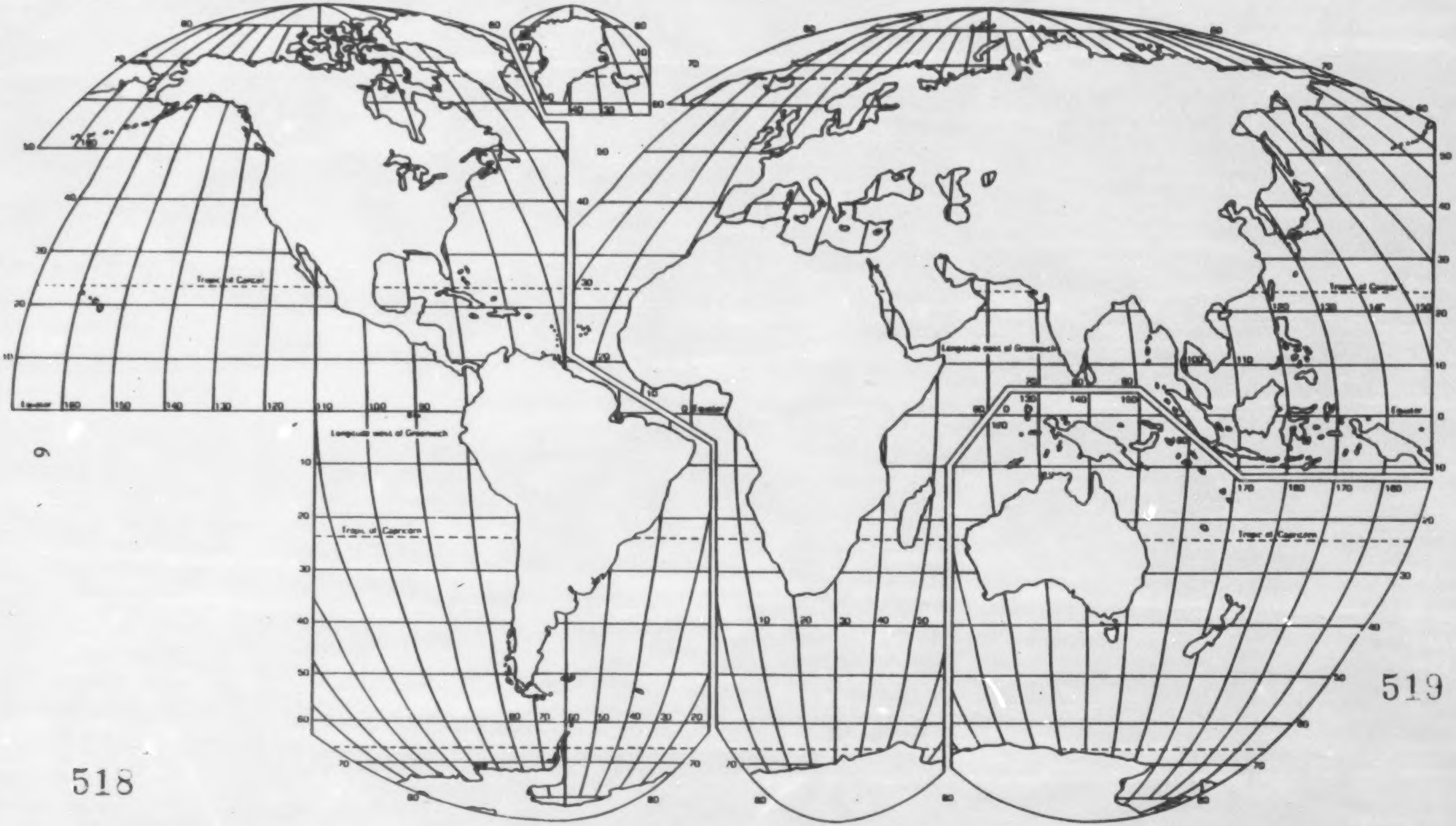
## *Headquarters of News Agencies Created Between 1956 - 1965*

| *Country* | *City* |
|---|---|
| Algeria | Algiers |
| Brazil | Rio de Janeiro (2) |
| Burma | Rangoon |
| Burundi | Usumbura (Bujumbura) |
| Cameroon | Yaounde |
| Central African Republic | Bangui |
| Chile | Santiago |
| Colombia | Bogata (3) |
| Congo | Brazzaville |
| | Leopoldville (Kinshasa) |
| Cuba | Havana |
| Dahomey (Benin) | Porto Novo |

*Headquarters of News Agencies Created Between 1956 - 1965 (cont.)*

| | |
|---|---|
| Ethiopia | Addis Ababa |
| Gabon | Libreville |
| Ghana | Accra |
| Guinea | Conakry |
| India | New Delhi |
| Iraq | Baghdad |
| Ivory Coast | Abidjan |
| Kenya | Nairobi |
| South Korea | Seoul |
| Mali | Bamako |
| Madagascar | Tananarive |
| Mexico | Mexico City |
| Mongolia | Ulan Bator |
| Morocco | Rabat |
| Nepal | Kathmandu |
| Pakistan | Karachi |
| Philippines | Manila (2) |
| Puerto Rico | San Juan |
| Senegal | Dakar |
| Spain | Madrid |
| Tonga | Tonga |
| Tunisia | Tunis |
| USSR | Moscow |
| United States | Washington |

SOURCE: United Nations, UNESCO, *World Communications: Press, Radio, Film, Television* (Paris: UNESCO, 1964), pp. 153 - 157.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Tropic of Capricorn
Equator
Longitude west of Greenwich
Longitude east of Greenwich
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kilometers
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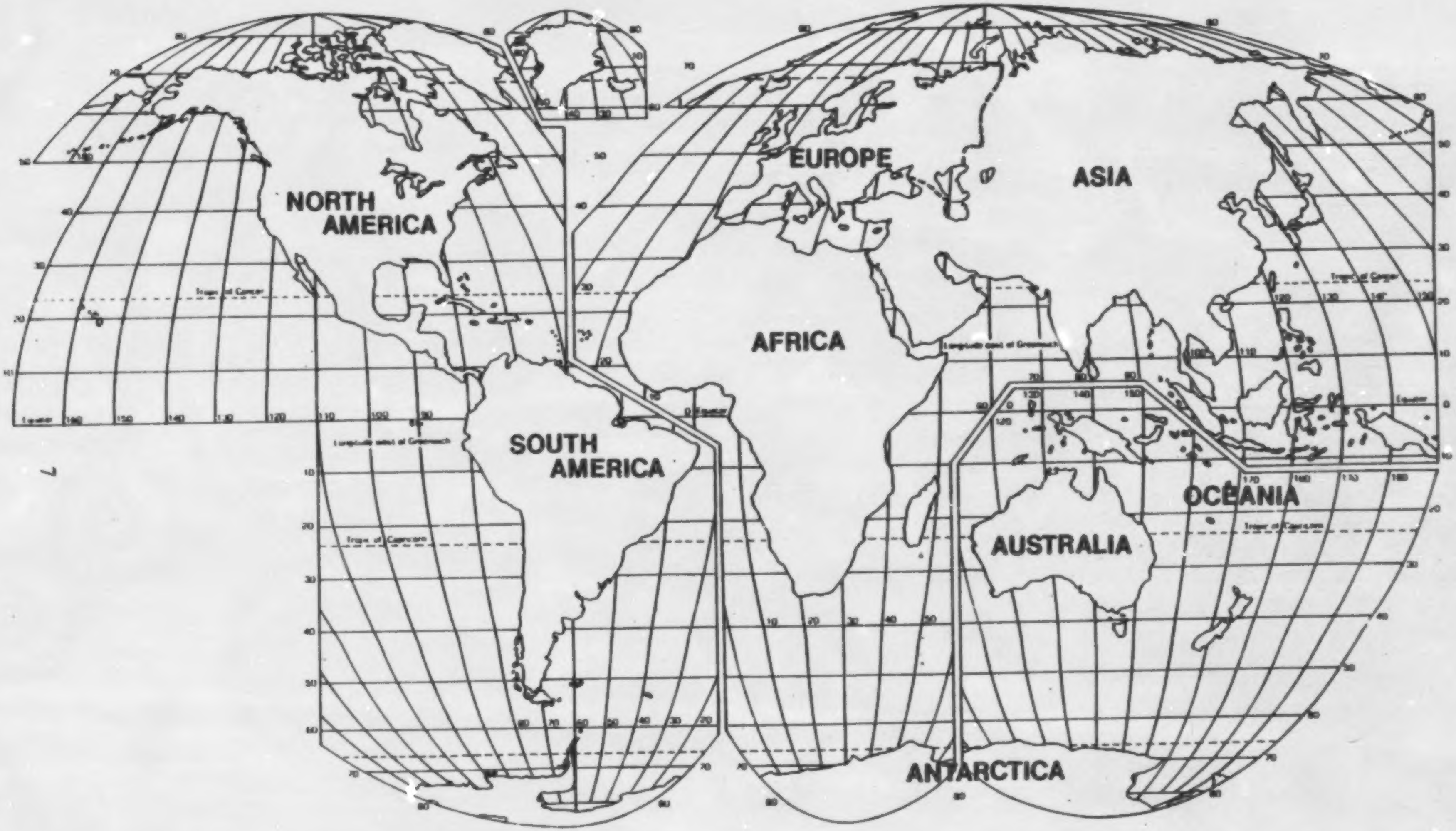
miles

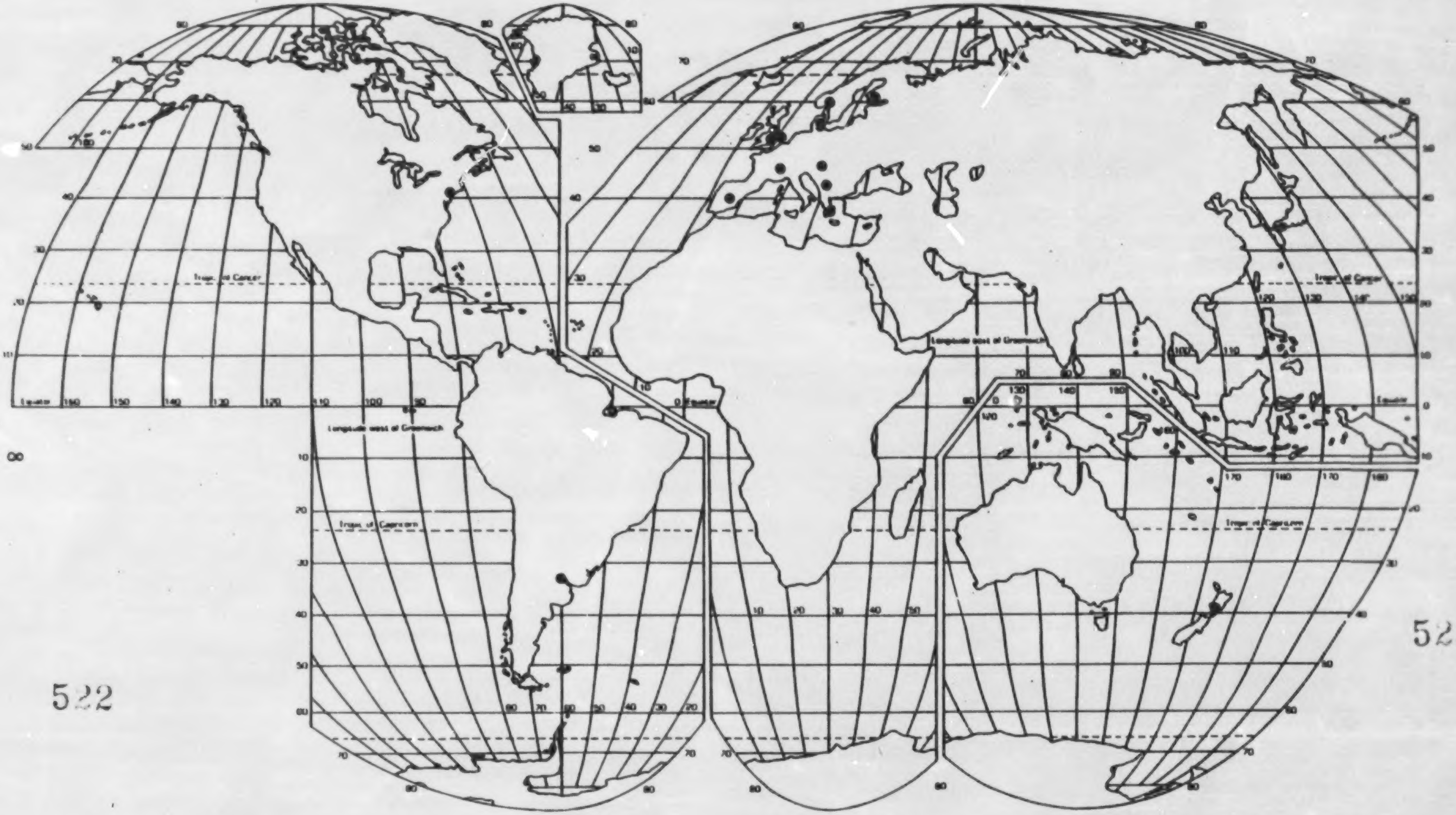
Western Paragraphic Projection

# *WORLD CONTINENTS (and Oceania)*


NORTH AMERICA
SOUTH AMERICA
EUROPE
ASIA
AFRICA
AUSTRALIA
OCEANIA
ANTARCTICA
Tropic of Cancer
Tropic of Capricorn
Equator
Longitude west of Greenwich
Longitude east of Greenwich
0 2000 4000 kilometers
0 1000 2000 3000 miles

Western Paragraphic Projection

# NEWS AGENCIES CREATED PRIOR TO 1905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Tropic of Capricorn
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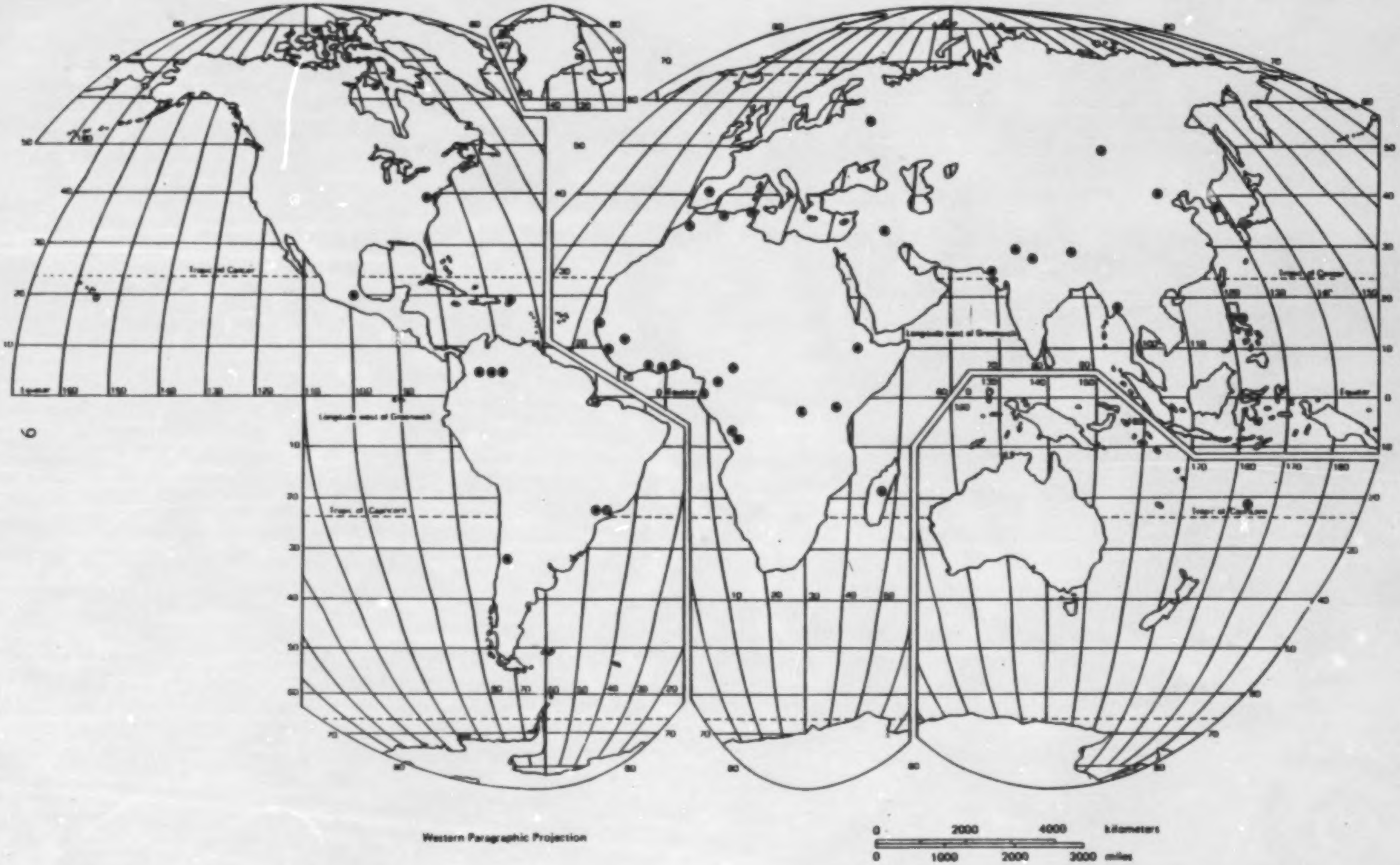
Western Paragraphic Projection

## NEWS AGENCIES CREATED BETWEEN 1956 - 1965


Tropic of Cancer
Equator
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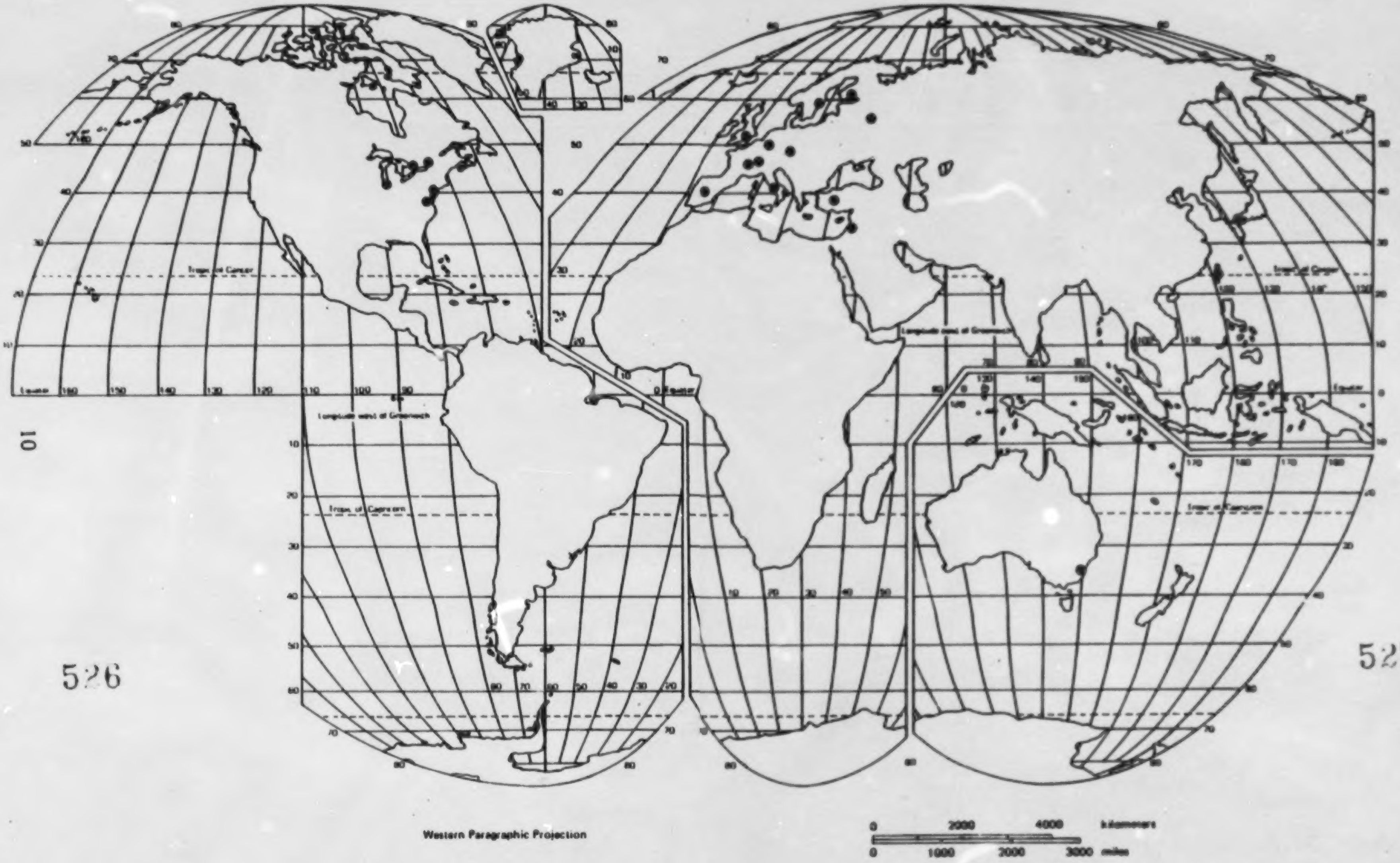
# NEWS AGENCIES CREATED BETWEEN 1917 - 1930



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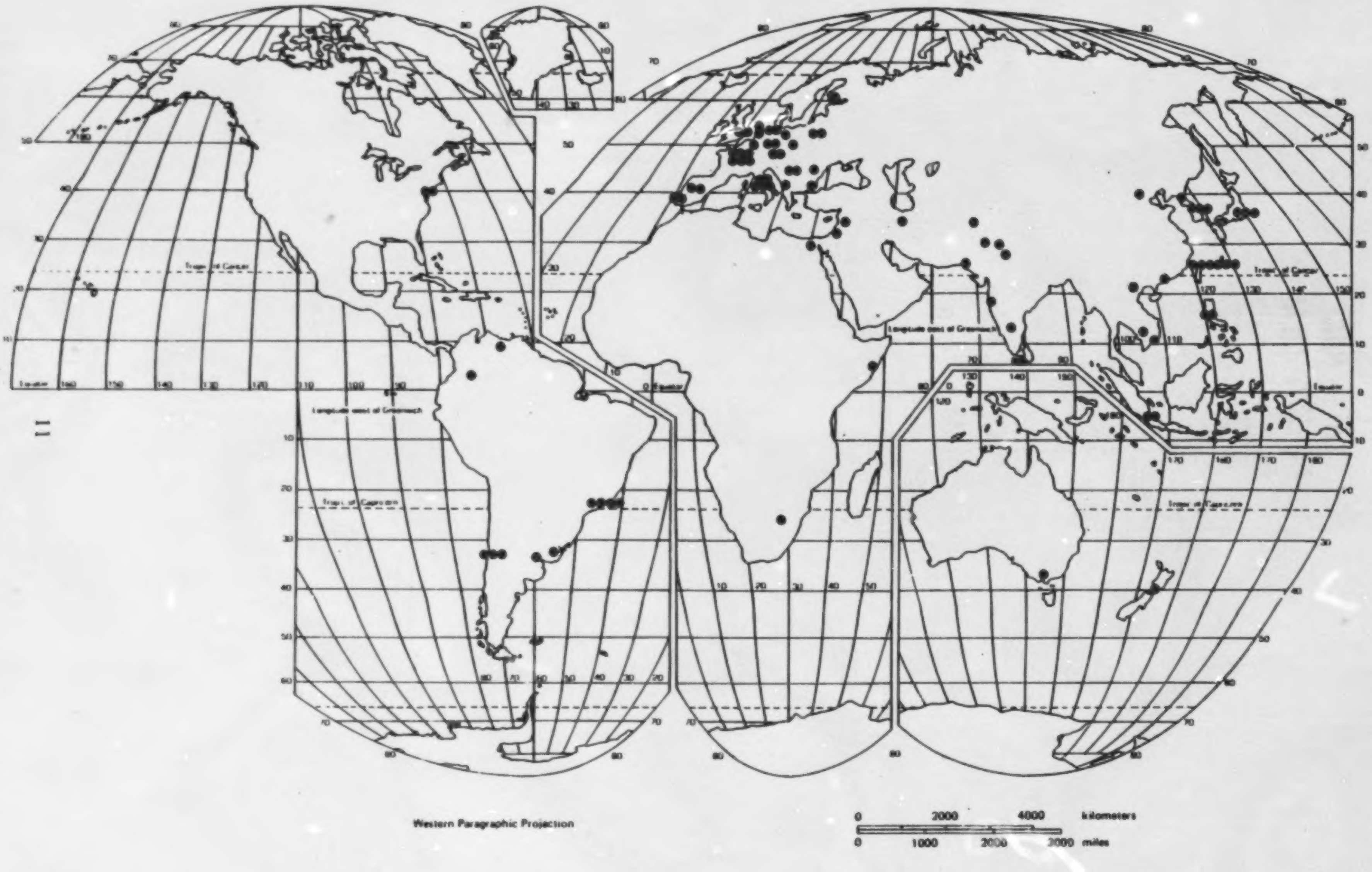
# NEWS AGENCIES CREATED BETWEEN 1931 - 1955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Equator
Longitude west of Greenwich
Longitude east of Greenwich
Western Paragraphic Projection
0 2000 4000 kilometers
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LESSON TOPIC: Multinational Terrorism

GRADE LEVEL: Secondary

CONCEPTS: Terrorism, transnational, multinational

TERMS: Kidnapping, skyjacking, reprisal, ransom

CONCEPTS: Students will be able to:

1. Discuss the transnational nature of many terrorist groups and their actions.
2. Identify typical types of terrorist acts, where they occur, and by whom they are committed.
3. Suggest reasons for terroristic acts by different groups.
4. Evaluate the legitimacy of terrorism as a way of obtaining political, economic, or social goals.
5. Discuss the consequences for society in general of terrorism.

MATERIALS: Handout, "List of Terrorist Acts, July 1973 to July 1974"

PROCEDURES:

1. Ask students to give examples of terroristic acts they have heard about in the news. If students cannot recall many acts, have them look through weekly news magazines or encyclopedia yearbooks, specifically looking for:
    a. What kinds of terrorist acts occur?
    b. Where do they occur?
    c. Who is responsible?
    d. What goals did the terrorists hope to achieve?
    e. Were the terrorists successful in achieving these goals?
2. Distribute the handout, "List of Terrorist Acts, July 1973 to July 1974." Go through several of the acts with students trying to answer the above questions. Ask students to complete the list trying to answer the questions.
3. When students have completed the first two activities above, compile answers to the questions on the board or overhead. Ask students to form generalizations with regard to the questions. Possible generalizations that will come up are:
    a. Terrorists are transnational groups and terrorism is an international problem.
    b. Terrorist acts range from destruction of property to skyjacking, kidnapping, and murder.
    c. Several organizations are responsible for the majority of terrorist acts: Arab-Palestinian terrorists, the Irish Republican Army, the Japanese Red Army, and the People's Revolutionary Army. Additionally, extremists on both the left and right in many countries are involved in acts of terrorism.
    d. The goals of terrorists are varied: ransom money, reprisal, revenge, release of political prisoners, etc.

4. Ask students to evaluate terrorism as a means of achieving social, political, and economic goals. Point out that terrorists are often killed or captured and jailed.
5. Discuss the consequences for society in general of terrorism, as with use of guards and metal detectors and other security measures at airports.

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## LIST OF TERRORIST ACTS, JULY 1973 to JULY 1974

21 July 1973 A Moroccan waiter resident in Oslo, Norway, was murdered by several persons believed to be members of the 'Wrath of God', a militant wing of the Jewish Defense League or Israeli counter-terrorist agents.

5 August 1973 Two Arabs armed with machine-guns and hand-grenades opened fire on passengers at the Athens airport. Three passengers were killed and fifty-five wounded. The terrorists then seized thirty-five hostages but later surrendered to Greek police. Later, a new group calling itself the 'Seventh Suicide Squad' claimed responsibility for the attack which it named the 'Bahr al-Bakr' operation after a Cairo suburb where Israeli planes bombed a school in 1970.

18 August 1973 Members of the Irish Republican Army of sympathisers launched a fire- and letter-bomb campaign in London, Birmingham, and Manchester. By September 28 more than forty bombs had exploded. Many others were discovered and defused. At least twenty-nine people were injured. Letter-bombs were discovered at British Embassies in Paris on 28 August, and in Lisbon on 17 September. A letter-bomb sent to the British Embassy in Zaire wounded a British official on 17 September. British officials in Gibraltar and Brussels also received letter-bombs.

22 August 1973 A US citizen and member of the military anti-Castro Cuban Revolutionary Directorate was killed in a bomb explosion in his hotel room in Avrainville, France.

27 August 1973 A British citizen and manager of Leigib's Meat Company in Paraguay was kidnapped.

5 September 1973 Five Palestinian commandos broke into the Saudi Arabian Embassy in Paris and seized thirteen hostages. They demanded the release of an Al Fatah leader imprisoned in Jordan. After twenty-eight hours of negotiations in which a number of Arab ambassadors participated as intermediaries, the commandos dropped this demand and asked for safe passage out of the country. They agreed to release all but four of the hostages and were allowed to board a Syrian aircraft which flew them to Kuwait. On 7 September the commandos and their hostages transferred to a Kuwaiti plane and flew over Riyadh, Saudi Arabia. The commandos threatened to throw the hostages out of the aircraft unless the Saudi Arabian Government helped them obtain the release of the Al Fatah leader. When Saudi Arabian officials refused, the aircraft was ordered to return to Kuwait. On 8 September the hostages were released and the commandos surrendered. The five claimed to be members of a group called 'Punishment'.

5 September 1973 Italian military police arrested five terrorists when they said they were planning to shoot down an El Al airliner at the Rome airport. One of the terrorists possessed two Soviet portable heat seeking ground-to-air missiles.

8 September 1973 Two men and a woman were injured seriously when terrorists exploded two bombs in King's Cross and Euston railway stations in London. At least ten other persons suffered lesser injuries in the explosions. It was believed that the Irish Republican Army's Provisional urban guerrillas or some of their ultra-militants were behind the bombings.

23 September 1973 A British executive of the Nobleza Tobacco Company in Argentina was kidnapped and held for ransom in Buenos Aires.

28 September 1973 Three Jewish emigrés en route from the Soviet Union to Israel and an Austrian customs official were seized by two armed Arabs who claimed to be members of the 'Eagles of the Palestinian Revolution'. The terrorists seized their hostages aboard a train, later commandeered a car, and drove to the Vienna airport. They demanded that the Austrian Government close Schonau Castle, a transit camp for Jewish emigres operated by the Jewish Agency. The Austrian Government agreed and the terrorists released their hostages and were flown to Libya.

4 October 1973 Two American employees of the Frontino Goldmines in Colombia were kidnapped. The kidnappers, believed to have been members of the National Liberation Army, sent a letter on 5 October to the International Mining Company which owns the mines, demanding $168,990 ransom.

10 October 1973 The honorary British Consul in Guadalajara, Mexico, was kidnapped by terrorists who demanded the release of fifty-one political prisoners and $200,000 ransom. The Mexican Government refused to release any prisoners. The Consul was released unharmed on 14 October.

20 October 1973 A Boeing 737 carrying forty-three passengers and a crew of six was seized on a flight from Buenos Aires. Four hijackers, including two women, forced the plane to fly to Tucuman, then to Bolivia. The guerrillas identified themselves as Tupamaros. An offer of safe conduct out of Bolivia, presumably to Cuba, was accepted by the terrorists in exchange for the release of the hostages they had threatened to kill.

22 October 1973 A Swissair executive in Argentina was kidnapped by the People's Revolutionary Army. A $10 million ransom was demanded.

25 October 1973 The American head of an Argentine subsidiary of Amoco International Oil Company of Chicago was kidnapped in Buenos Aires.

22 November 1973 An American executive of Ford Motor Company, Argentina, and three bodyguards were killed in Córdoba, Argentina. A terrorist group called the Peronist Armed Forces announced that it was responsible.

25 November 1973 Four Palestinian guerrillas, belonging to the Arab Nationalist Youth for the Liberation of Palestine, hijacked a Royal Dutch KLM jumbo jet. The aircraft was forced to fly first to Damascus and then on to Nicosia, Tripoli, and Malta. The hijackers demanded that KLM cease transporting arms to Israel and that the Netherlands Government change its 'pro-Israel stance' drastically and no longer render aid to the emigration of Soviet Jews to Israel. All 247 passengers were released unharmed on 27 November; the hijackers surrendered after getting a safe passage guarantee from Dubai.

6 December 1973 An American executive with the Exxon Company in Argentina was kidnapped by the People's Revolutionary Army. The guerrilla group demanded that $10 million in food and medicine be distributed to the poor.

12 December 1973 An American engineer was kidnapped in La Plata, Argentina. $500,000 ransom was asked for his release.

17 December 1973 Thirty-two persons died and eighteen were wounded when five Arab guerrillas attacked the Middle-East-bound Pan American World Airways jet airliner in Rome, spraying it with bombs and machine-gun fire, hurling hand-grenades into it, and setting it on fire. The guerrillas then commandeered a West German Lufthansa airliner to Athens with a number of hostages. From Athens, the hijackers flew to Kuwait, where they released their twelve remaining hostages in exchange for 'free passage' to an unknown destination. The terrorists surrendered to the Kuwait Government.

18 December 1973 Two bombs in cars and a parcel-bomb exploded in London in what is believed to have been reprisal attacks for the jailing of Irish Republican terrorists.

27 December 1973 A Federal German industrialist who is also his country's honorary Consul was kidnapped from his home in Ireland.

29 December 1973 The Director of Safrar-Peugeot, a subsidiary of Peugeot of France, was kidnapped by seven armed men in Buenos Aires, Argentina. The kidnapping has been attributed to the Revolutionary Armed Forces, but the guerrilla group denied responsibility.

31 December 1973 One of Britain's leading Zionists was shot in his London mansion. The victim was an honorary vice-president of the Zionist Federation of Britain and president of Joint Palestinian Appeal, which collects funds for welfare in Israel. The Popular Front for the Liberation of Palestine claimed responsibility.

31 January 1974 Two Japanese belonging to the radical Japanese Red Army and two Arabs of the Popular Front for the Liberation of Palestine tried to blow up a Shell refinery in Singapore, then seized eight hostages aboard a ferryboat and threatened to kill themselves and the hostages unless they were given safe passage to an Arab country. On 6 February, five members took over the Japanese Embassy in Kuwait, holding about twelve hostages including the Japanese Ambassador. They demanded that the Japanese Government supply an airliner to bring their comrades from Singapore to Kuwait. The airliner carrying the four guerrillas from Singapore landed in Kuwait and, after picking up the other five who had released their hostages, went on to Yemen-Aden, where it arrived on 8 February.

2 February 1974 Three members of a group called Moslem International Guerrillas seized a Greek freighter in the port of Karachi, Pakistan, and said they would blow up the ship and kill two hostages unless the Greek Government freed two Arab terrorists who had received the death sentence.

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3 February 1974 A 50-pound bomb, apparently concealed in a suitcase, smashed a bus as it was travelling through Yorkshire, Great Britain, carrying soldiers and their families back from leave to their camp. Eleven were killed, fourteen were injured. Officials in London attributed the attack to the Provisional Irish Republican Army.

12 February 1974 A 50-pound bomb exploded in the records section of the Latimer National Defence College in England, injuring ten persons. Authorities blamed terrorists of the Irish Republican Army.

3 March 1974 A British Airways VC-10 on its way from Bombay to London was hijacked by two Arabs after a brief stop at Beirut Airport. The guerrillas planted explosives and ordered the pilot to land at Amsterdam's Schiphol Airport. After freeing the ninety-two passengers and ten crew members, they blew the plane up before being taken prisoner by Dutch security forces. They had told passengers that they belonged to the Arab Nationalist Youth for the Liberation of Palestine.

25 March 1974 The US Vice-Consul stationed in Hermosillo, Mexico, was kidnapped. A note demanding a reported $500,000 was found on the consulate floor.

26 March 1974 The Eritrean Liberation Front kidnapped five employees of Tenneco, an American-based oil company in Ethiopia. The company broke off talks after one person who was sent to retrieve the company's five employees was kidnapped and another was killed. An American nurse was then kidnapped by the same group on 27 May. The rebels planned to try three of the five Americans on charges of exploiting the national resources of Eritrea, a province in northern Ethiopia.

12 April 1974 The head of the US Information Service branch in Córdoba, Argentina, was wounded and kidnapped by the People's Revolutionary Army. The guerrillas released him the same day apparently because of the seriousness of his wounds.

12 April 1974 Eighteen people were killed and sixteen were wounded in Kiryat Shemona, Israel, by three Arab guerrillas who stormed a residential building. The guerrillas, who said they belonged to the Popular Front for the Liberation of Palestine, General Command, died in an explosion at the end of a gun and grenade battle with Israeli troops. Israeli forces carried out retaliatory raids across the Lebanese border after the victims of the Arab terrorist raid were buried.

15 May 1974 Three Arab guerrillas belonging to the Popular Democratic Front for the Liberation of Palestine crossed the border from Lebanon into Israel where they attacked a van bringing Arab women home from work. Two were killed, one was wounded. The three then entered the Israeli town of Maalot where they killed three more before seizing about ninety teenagers in a school building. The guerrillas demanded the release of twenty-three jailed terrorists. Israel agreed but negotiations subsequently broke down and minutes before the deadline, Israeli security forces rushed the school. The three Arabs were killed along with one Israeli soldier and twenty children. Seventy were injured. On 16, 17, and 21 May, Israeli planes struck targets in southern Lebanon in retaliation for the Maalot killings.

19 May 1974 A bomb placed in a car exploded at London's Heathrow Airport injuring three persons and damaging fifty cars.

13 June 1974 Four Arab terrorists shot their way into an Israeli settlement killing three women before they themselves were killed. They carried leaflets from the Popular Front for the Liberation of Palestine demanding the release of 100 prisoners, including the captured survivor of the attack at Lod Airport in May 1972.

15 June 1974 An unknown individual scratched the letters 'IRA' on the face of one of the world's most valuable masterpieces, a Rubens painting in Cambridge, Great Britain.

16 June 1974 A bomb believed to be planted by the IRA Provisionals exploded in Westminster Hall in London, injuring eleven people.

17 June 1974 A foreign executive of Mercedes Benz was kidnapped by leftist guerrillas in Argentina.

24 June 1974 Three Arab terrorists entered Israel and seized hostages in an apartment building in Nahariyya. They killed four persons and wounded eight before they were killed in a gun battle.

15 July 1974 A lone Japanese hijacked a Japan Air Lines jetliner. He demanded the release of an imprisoned Red Army member and an aircraft to fly both men to North Korea. The hijacker was captured by Japanese police.

16 July 1974 Two persons in Manchester, Great Britain, were injured by a bomb planted by the IRA.

17 July 1974 A bomb believed to have been planted by the IRA exploded in the Tower of London killing one person and injuring forty-one.

Source: Brian M. Jenkins, 1975, pp. 35-49

# Terrorists release judge a month after kidnapping

The Associated Press

ROME — The Red Brigades freed kidnapped Judge Giovanni d'Urso early today in central Rome close to the Justice Ministry, Rome's chief of police announced.

"He's well! He's well! He's well! He's well!" Police Chief Augusto Isgro told the government radio service.

He said the 49-year-old Justice Ministry official, who was abducted by Italy's most feared terrorist organization on Dec. 12, was found in a car and was in good condition. He was taken to the central police headquarters.

Jan. 4 the Red Brigades "sentenced" d'Urso, a top official in the national prison system, to death. They said they might "suspend" the sentence if major Italian newspapers published political manifestoes by jailed urban guerrillas held at two Italian prisons. Several papers including Rome's biggest carried the statements, but the rest refused to bow to "blackmail."

A message from the Red Brigades found Wednesday said d'Urso was being freed as "an act of magnanimity."

The communique was found in a trash basket in front of the Rome opera house after an anonymous call to the Rome newspaper Il Messaggero, which had carried the statements.

"We are giving you back the executioner d'Urso," the message said. "Proletarian justice permits an act of magnanimity. The sentence is suspended and the prisoner is set free."

About two hours after the message was found, a man was found on a construction site on the outskirts of Rome. His hospitalization sparked an erroneous report that d'Urso had been found.

The state-owned radio and television stations broke into their regular progams and flashed that the later report had been "officially confirmed."

The first man, still unidentified, was taken by squad car to a hospital. The police chief, top investigators and fellow judges rushed to the hospital.

In a 20-minute speech to the Chamber of Deputies Wednesday, Premier Arnaldo Forlani acknowledged there have been differences among the four parties of the governing coalition over whether newspapers should publish the terrorist proclamations as demanded by d'Urso's abductors.

He said no one should expect "an absolute unity of views in every circumstance" and added: "We must be equally decisive not to renounce, as these assassins would like, any of those precious principles that make democracy."

Political sources said the debate may wind up today with a confidence vote for the three-month-old government of the Christian Democrats, Socialists, Republicans and Social Democrats.

*Atlanta Journal*
Jan. 15, 1981

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## Kidnapping called mistake of identity

BOGOTA, Colombia — An American linguist has been kidnapped by guerrillas and the man's boss said the abductors apparently mistook the man for himself.

The missing American is Chester Allen Bitterman, 28, of Lancaster, Pa., a member of the staff at the Bogota headquarters of the Summer Linguistic Institute.

"His kidnapping was accidental," said Alvaro Wheeler, the head of the institute. "They were looking for me, but I did not go to the office."

Wheeler said he believed the attack early Monday was an attempt to pressure the government into expelling the institute from Colombia. It has about 100 workers, most of them Americans, in the jungle studying Indian dialects.

Police said they believed the attack was the work of the left-wing, anti-government April 19th Movement.

*Atlanta Journal*
Jan. 20, 1981

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## Croatian Arrests

A leader and three members of a major Croatian nationalist group were arrested in New York City Thursday on charges of plotting to assassinate a critic of the organization, authorities said. The four also were charged with plotting to bomb a New York travel agency that books trips to Yugoslavia. A fifth man was arrested in Connecticut on explosives charges. The FBI said the arrests represented a "major inroad" into the activities of Croatian terrorists who have been responsible for at least a dozen bombings, killings and hijackings in the New York area since 1975.

*Atlanta Constitution*
December 19, 1980

# Expert on political terrorism says Iran became hostage during crisis

## Q&A THE HOSTAGE CRISIS

*Marvin Leibstone, who prepared the following analysis in question-and-answer form, is an expert on terrorism who has served as a consultant to several government agencies. He is writing a book on world political terror.*

**By MARVIN LEIBSTONE**
Special to The Journal-Constitution

**Now that the hostage crisis is over, what about our relationship with Iran?**

First, we have to be sure that Iran is a recoverable ally and that a relationship between the two countries can work to mutual advantage. Considering the Soviet presence in the Persian Gulf region and the scarcity of oil, a U.S.-Iran relationship is vital to Iran and certainly to the Western world. It will take time, though, for such a relationship to congeal.

**What does Iran's agreement to return the hostages signal to us about the Iranian government?**

The signal received may be that democratic procedure in Iran will prevail, in spite of several still powerful effects of autocracy. The Iranian revolution, emotional as it was, may turn out to have had parliamentary values attached to its tail after all. Perhaps all the confusion, inconsistency and indecisiveness Iran demonstrated in the past 14 months were the early and bungling steps of a society changed and harnessed by parliamentary force. I think the signal is that there is hope for Iran, thus for that whole region.

**How might the outcome of this crisis affect future world terror? Will America's agreement to certain compromises encourage new terrorists to choose American diplomatic targets?**

I think if you examine the bargain that was made, you will see that its result put Iran just about where it was before the hostages were taken. They got only what was taken from them after the event took place, just as we got back what they took from us. And what they paid daily as a result of the hostage-taking was in the millions. Iran became the real hostage. It is hard to believe smart terrorists would want to incur the heavy dose of political and monetary negatives that accrue with long-term captivities of another nation's citizens.

**What about the many high-strung terrorists who do not have the savvy to understand this?**

These terrorists react best to our methods of deterrence and the way we secure our facilities and our citizens. Since November 1979, a lot has been done to make our embassies safer. But more important now will be the new administration making it very clear that because America negotiated and compromised, this is not a precedent for future situations. America's policy is still to consider all options available when dealing with political terror, and that includes the military option.

**Overall, can America be proud of the way it handled the situation throughout?**

When America restrains its power while an adversary nation exhibits every form of unreasonable behavior toward it, there is at first the suggestion of weakness on our part. Later, it becomes evident we understand well that force is not necessarily power, that we know there are other ways to achieve goals. One of those ways is a kind of 'incrementalism,' which works rationally one small step at a time through diplomatic or other peaceful channels, never wavering from the fact that the context for all negotiations in the matter of all hostage-takings is the preservation of conditions that will continue the life and safety of the hostages and other innocent parties. Of course, for this to work, negotiators have to believe that problems between humans are comprehensible and solvable. I think America can be proud its decision-makers held fast to this most of the time.

**What about our mistakes?**

We made several, but recovered nicely. Initially, we refused to give any credence at all to reasons why the Iranians said they took the hostages. There were specific issues they wanted to either exploit, discuss or have resolved. We refused to acknowledge these issues as having any right to exist or be discussed. At the time, we did not believe in those issues, and we do not believe in them now, but we could have allowed the issue of the shah, past U.S. influence in Iran, and so on, to at least be raised for discussion. That alone would have created an earlier momentum for release of the hostages. Instead, we raised our own issue, which was to accuse Iran of acting against international law by taking our citizens hostage, which was true. By turning matters around, by saying, "You are wrong, Iran, and we are right, and there's nothing else to discuss," we created, instead of a momentum, a deadlock. It's often a humiliating way to have to negotiate, to let the other guy set up the agenda, but when he is behaving irrationally and threatening human life, it's a good idea to give him some space instead of narrowing his options.

**Were there other errors?**

There was the military rescue attempt, and all that need be said about it is that we shouldn't try anything like it unless we can win all bets beforehand that it can work.

**Many of our critics believe we should have used military force from the start. Is there any validity to this belief?**

There will always be those neanderthal thinkers who put transitory values like prestige and pride above the safety and lives of hostages. Nations that value human life, peace and political progress for the planet will realize that America handled the situation, overall, as a nation of reason and therefore should be acknowledged not as the predator nation some paint us as, but as a nation of compassion, restraint and intelligence.

**What about the Iran-Iraq war?**

Iran has now to recreate a monetary floor from which military strategy can develop credibly, and even then Iraq may not soften. Neither country, however, is about to sack political survival for glorious death at the hand of the other. Iran may signal a desire to talk about ending the war sooner than some believe.

*Atlanta Journal-Constitution*
January 25, 1981

**LESSON TOPIC:** Multinational Corporations

**GRADE LEVEL:** Secondary

**CONCEPTS:** Multinational, interdependence

**TERMS:** Balance of trade, global business, world economy

**OBJECTIVES:** Students will be able to:

1. Discuss how businesses of one country may affect the economy and people of other countries.
2. Discuss reasons why increasing numbers of businesses do business in several countries.
3. Identify multinational corporations that directly impact on the lives of students and their families.
4. Discuss the impact of multinational corporations on the world economy.

**MATERIALS:** Reprinted article, "Why Companies Do Business Abroad" with accompanying teacher's guide; reprinted article, "New International Economic Order;" reprint of U.S. State Department newsletter, *GIST*, entitled "US-People's Republic of China Economic Relations."

**PROCEDURES:** *First Day*

1. Introduce the subject of multinational corporations by holding up commonly used items such as transistor radios, tennis shoes, flashlight, purse, chocolate bar, etc. and ask where these items—or the materials for these items—came from. Ask students to cite other examples of items sold in America from products other countries. Also identify American-made products sold abroad (e.g., Levis).
2. Have students read the accompanying handout, "Why Companies Do Business Abroad," and ask them to describe the view or values expressed in the article.
3. Explain "balance of payments" (using part 5 from the teacher's guide to "Why Companies Do Business Abroad")and indicate inflow and outflow with chalk on world map.
4. Summarize by reviewing the terms in the box in the teacher's guide.
5. Assign selected learning experiences from the teacher's guide (1 and 4 are recommended).

*Second Day*

1. Divide the class into small groups to read the article, "New International Economic Order" and have each group prepare group answers to questions 1, 2, 3, and 5 on the handout.
2. Go over group conclusions in a full class discussion.
3. Give students time and resource materials to work on assignment from the previous day.

*Third Day*

1. Have students report on their findings regarding (1) the production and importation of household items, (2) commonly exported U.S. goods, and (3) examples of U.S. multinationals.
2. Use the U.S. State Department "GIST" report to have students examine the prospects for U.S. trade with China. Analyze probable benefits and problems. (Newspaper stories may be used to complement this article.)

# WHY COMPANIES DO BUSINESS ABROAD

***Despite the extraordinary contribution of multi-national corporations to our standard of living, the clippers are out in Washington to shear their worldwide operations***

Americans are hearing a lot these days about multi-national corporations, but for some reason we rarely hear what they mean to our economic growth and prosperity, or even what they are.

A multi-national is a corporation that does a substantial amount of its business in other countries, either on its own or in partnership with host-country corporations. Multi-nationals, American and foreign, are everywhere. They mine bauxite in Australia, make sewing machines in Britain, sell insurance in Bangkok, operate banks in Iran. There are thousands of them, but generally the term is reserved for the larger, more successful and, so, more conspicuous companies. They also tend to be the corporations that pay the highest wages, and sell products for the lowest prices.

In an earlier era, corporations often set up overseas operations for strictly economic reasons—lower transportation costs, for example, or a break on wages. Today, however, many companies find that they can't enter, or remain in, a foreign market unless they build a factory or set up an office there for at least a part of their operations.

Mighty General Electric, for example, was called in not long ago by the Brazilian government and told that supplying locomotives from its Erie, Pa., works to the growing Brazilian market was costing Brazil too many dollars and that it was also time some Brazilians worked on GE locomotives. GE negotiated a compromise. Now, in an assembly plant in Brazil, local workers put on the wheels and other outer parts. The drive assembly and controls still come from Erie. Both sides got what they wanted: Brazil saves on dollars and gets factory jobs, while GE keeps the high-wage, high-technology part. If the company had not cooperated, says chairman R. H. Jones, "complete locomotives would now be made in Brazil in plants financed by a Japanese or European company."

When companies establish foreign operations, it nearly always means a surge in the number of their U.S. employes. In 1950, Caterpillar Tractor Co. was struggling to fill its U.S. and foreign orders from two American plants with 25,000 employes. Today there are 12 overseas Caterpillar plants employing 27,000. But, meanwhile, the company has grown to 14 U.S. plants employing 62,000—of whom some 24,000 owe their jobs solely to foreign orders.

A promising foreign market can be lost irretrievably by *not* setting up a foreign factory at the right time. In 1964, Du Pont was exporting 34 million pounds of polyethylene to Europe, but decided not to build a plant there. Its European sales of polyethylene soon dropped to the vanishing point, while its foreign competitors moved in and built the market up to four billion pounds a year—"a growth," Du Pont says, "that the U.S. economy and its workers did not share in."

Du Pont learned the lesson well. Today it has 44 principal foreign subsidiaries or affiliated companies employing nearly 32,000 people. Total 1974 sales outside the United States amounted to $2.17 billion, of which over $800 million were U.S. exports. As a result, at least 15,000 new jobs were created in the United States.

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*This message is reprinted from a three-page advertisement sponsored by The Business Roundtable which appeared in the November, 1975 issue of Reader's Digest.*

These and numerous other examples underline the fact that multi-nationals are good for the U.S. economy, consumer and worker. A U.S. government study covering 300 of the major multi-nationals reveals that when these companies were rapidly expanding employment abroad, they also raised their U.S. work force at a rate of 2.7 percent a year—well above the average growth in American industry. At the same time, they averaged paying their U.S. workers substantially *more* per hour than U.S. companies *without* foreign operations.

This is only part of what multi-nationals do for us. They are in the forefront of helping the nation compensate for rising costs of basic raw materials we must import, particularly petroleum. By selling abroad, they earn large amounts of foreign currencies we need to buy scarce materials from other countries. In addition, in 1974, American companies operating abroad returned home royalties and foreign earnings of $21.4 billion—three times the outflow of dollars for new foreign investment.

All in all, without multi-nationals the extraordinary worldwide rise in living standards would have been slowed. As U.S. Ambassador to the United Nations Daniel P. Moynihan has declared: "The multi-national corporation, which combines modern management with liberal trade policies, is arguably the most creative international institution of the 20th century."

Indeed, those countries in Europe and Asia making the most progress are the ones that have encouraged multi-nationals—theirs as well as ours.* Despite this, the clippers are out to shear the U.S. multi-nationals of their foreign connections.

A while back, the hue and cry was that multinationals "export American jobs." When this proved unfounded, critics seized upon the issue of bribery of foreign officials by the multinationals. It is true that some U.S. corporations have been involved in payoffs abroad—usually to avoid confiscation or loss of business to foreign competitors. This is certainly a practice contrary to good business ethics. But unethical practices by a few companies hardly justify punitive tax proposals now coming to the fore in Washington, which would all but put multi-nationals out of business.

Currently, U.S. overseas businesses pay the full 48-percent U.S. corporate income-tax rate when they bring home their profits after paying all taxes in the countries where they operate. These taxes generally are now as high as ours, and companies are allowed to offset them against the taxes on foreign, but not domestic, income that would otherwise be paid to the U.S. Treasury. This avoids double taxation. Foes of the multi-nationals would have them pay the foreign taxes and immediately give almost half of what was left of their earnings to the U.S. Treasury. This would mean an effective tax rate of almost 75 percent. Since no other country does this, our multi-nationals could not survive under the burden.

The economic effect here and abroad of such a move is dismal to contemplate. The value of our vast foreign investments would be sharply reduced, and world trade undoubtedly would suffer.

As the recent global recession has reminded us, when business turns down, no man is an island. We must keep in mind that multinational corporations are nothing more than business organizations which make up for the fact that raw materials, products, services, know-how and labor are very unevenly distributed over the globe. They bring together all these economic resources to help all people work together to create a peaceful and prosperous world.

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******At last count, some 3500 U.S. corporations had more than $125 billion worth of direct investments abroad. Foreign internationals had $70 billion—some $20 billion of it in the United States.*

TEACHER'S GUIDE FOR
ESSAY **12**

# WHY COMPANIES DO BUSINESS ABROAD

## PRIMARY OBJECTIVE:

To understand the vital role of multi-national corporations in both domestic and foreign markets.

## KEY CONCEPT:

Multi-national Corporations

## TERMS TO KNOW:

- balance of payments
- balance of trade
- currency exchange
- domestic trade
- export
- foreign currency
- foreign subsidiary
- free trade
- import
- import quota
- international trade
- punitive tax
- specialization
- tariff
- trade barriers
- value of the dollar

## GENERALIZATIONS:

All countries of the world are becoming increasingly interdependent for economic goods and services for their own well-being.

Multi-national corporations tend to stimulate U. S. exports, improve the U. S. balance of trade and make a positive contribution to the U. S. balance of payments.

Most countries depend on other countries for certain goods and services which they cannot produce in their homeland.

International trade makes it possible to allocate productive resources efficiently to the extent that each nation is motivated to specialize in producing those goods and services it can produce most efficiently with its own resources.

The efficient allocation of productive resources made possible by world trade contributes to the higher living standards of those nations able to trade in world markets.

When a country's exports pay for its imports, a favorable balance of trade is achieved.

Multi-national corporations help contribute to a strong U. S. position in world markets.

Global business creates common interests among nations and can be a force leading to greater world unity.

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# LEARNING EXPERIENCES:

**1.** Ask each student to go through his or her household and list at least ten items that were made in other countries and imported into the U. S. Compile the lists and make categories of the items—clothing / radio-TV-sound systems / automobiles / home furnishings / food products / cosmetics / home appliances, etc. In what product categories are imports most common and in what countries are they produced? In what product categories do American-made products dominate? Investigate to find the reasons why.

**2.** Find out what American-made products and raw materials are most commonly and successfully exported. To the extent that exports must pay for imports, what do the economy and the consumer have to gain from U. S. exports?

**3.** In world trade, a country has a surplus or favorable balance of trade when the value of its exports exceeds the value of its imports. An unfavorable or deficit balance of trade results when the value of imports exceeds the value of exports. Ask students to make up an import/export chart to show the types of transactions that determine our balance of trade position. For example, the export side might include: wheat sales to Russia; military arms sales to another country; profits of U. S. companies located abroad; income of U. S. performers earned abroad; tuition paid to U. S. colleges by foreign students; and interest paid on U. S. business loans to other countries. On the import side might be included: airfare of U. S. citizens on foreign airlines; foreign cars sold in the U. S.; coffee purchased from South America; and profits of foreign companies earned in the United States.

**4.** Select one of the major U. S. multi-national corporations to study in depth. Contact the company for information and refer to articles about the company which have appeared in business newspapers and magazines. Try to find out:

- when, how and why the company established foreign operations.
- how the company's foreign and domestic operations differ.
- the trade position of the company in host countries, in world markets and in the U. S.
- the problems involved in establishing and maintaining foreign operations.
- the foreign currency earned by the company which strengthens the U. S. balance of trade position.
- the tax laws and other regulations imposed on the company by the U. S. government and by host countries.
- job opportunities with the company, both in the U. S. and abroad.

**5.** Balance of payments refers to a summary of all financial transactions between a country and the rest of the world including those made by individuals, business and government. A surplus balance of payments occurs when the inflow of foreign currency exceeds the outflow of a country's own currency. A deficit balance of payments occurs when the outflow exceeds the inflow. Make up an inflow/outflow chart to show the types of transactions that determine our balance of payments position.
Note: U. S. exports will be on the inflow side, while imports will be on the outflow side. Other outflow items may include U. S. aid to underdeveloped countries, military spending abroad, private investment abroad.

**6.** Discuss the difference between the balance of trade and the balance of payments. Explain how a surplus balance of trade, such as the U. S. has had in some recent years, can help offset a deficit balance of payments. How does the multi-national corporation fit into this picture?

## NEW INTERNATIONAL ECONOMIC ORDER

The World Population Conference (along with that on the Law of the Sea) was the first international conference after the UN General Assembly adopted a Declaration and Programme of Action on the Establishment of a New International Economic Order in its sixth special session in May 1974. This special session was called by a group of Third World countries led by Algeria, and this group continued its prominent role in UN politics at the Bucharest meeting.* Hence, a clear understanding of the dominant definition of "development" and its relationship to population requires a brief review of the substance of the proposals for a New International Economic Order.

The Programme of Action on the New International Economic Order states that the measures called for are urgently needed "in view of the continuing severe economic imbalance in the relations between developed and developing countries, and in the context of the constant and continuing aggravation of the imbalance of the economics of the developing countries."

The Programme calls for a variety of measures, including:

- An end to all forms of foreign occupation and alien domination and exploitation;
- A "just and equitable relationship" between prices that developing countries receive for their raw products and the prices they must pay for imported goods;
- Net transfer of real resources from developed to developing countries, including increases in the real price of commodities exported by developing countries;
- Improved access to markets in developed countries through a system of preferences for exports of developing countries and through the elimination of tariff and nontariff barriers and restrictive business practices;
- Reimbursement to developing countries of customs duties and taxes imposed by importing developed countries;
- Arrangements to mitigate the effects of inflation on developing countries and to eliminate the instability of the world monetary system;
- Promotion of foreign investment in developing countries in accordance with their needs and requirements;
- Formulation of an international code of conduct regulating the activities of transnational corporations;
- Measures to promote the processing of raw materials in the producer developing countries;
- An increase in essential inputs for food production, including fertilizers, from developed countries on favorable terms;
- Urgent measures to alleviate the burden of external debt.

The Programme further declares that "the response of the developed countries which have by far the greater capacity to assist the affected countries in overcoming their present difficulties must be commensurate with their responsibilities. Their assistance should be in addition to the presently available levels of aid."

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* For example, the Chair of the key Working Group on the Plan of Action was expected to go to a delegate from the Philippines, but a bloc of African and Latin American countries successfully elected a delegate from Algeria.

### QUESTIONS FOR DISCUSSION

1. What are the Third World countries implying in the Programme's first measure above?
2. Is this implication found in any of the other measures?
3. The Programme's measures are of an economic nature—rather than social or political. Why would Third World countries place a high priority on economic matters?
4. Historically, what was the relationship of Third World nations to the great powers of the world?
5. What is the probable reaction of developed countries to the Programme's call for change?

*Reprinted with permission. From W. Parker Mauldin, et al., "A Report on Bucharest: The World Population Conference and the Population Tribune, August 1974," in* Studies in Family Planning, *Vol. V (December 1974), p. 362.*

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A quick reference aid on U.S. foreign relations
Not a comprehensive policy statement
Bureau of Public Affairs • Department of State

January 1979

# US-PEOPLE'S REPUBLIC OF CHINA ECONOMIC RELATIONS

1. Background: During the Korean War, commercial relations between the US and the People's Republic of China (PRC) were severed. The US Government froze PRC assets in the US and prohibited trade and US dollar transactions with China. At the same time, Peking nationalized US assets in China. Following President Nixon's visit to China in February 1972, direct trade relations were restored. The Shanghai Communique pledged both nations to work toward increasing trade, and US Government restrictions on trade, shipping, and financial transactions with China were lifted.

2. Trade flows: Trade soared as China turned to the US in 1973-74 for agricultural imports. Delivery of US grain, cotton, and soybeans was the major factor in boosting US exports to China to $807 million in 1974. Other major US exports have included 10 Boeing 707 aircraft, 8 ammonia plants, and sizable amounts of oil drilling and exploration equipment. The PRC, enjoying improved harvests and facing balance-of-payments problems, phased out imports of US agricultural products in 1975. US exports to China fell to $135 million in 1976 and recovered slightly to $172 million in 1977, when cotton deliveries resumed.

   US imports from China have grown at a steady but more moderate pace, rising to $203 million in 1977. These imports have consisted largely of textiles, bristles and feathers, fireworks, antiques and handicrafts, and non-ferrous metals. With the resumption of US grain sales, two-way trade in 1978 jumped to an estimated $1.4 billion. US exports will total about $950 million, of which over $600 million will be agricultural products.

3. Post-normalization prospects for US-China trade: The current Chinese leadership is committed to economic modernization and has set up an ambitious 10-year plan (1975-85) to pursue this goal. Major targets include constructing 120 industrial projects and producing 400 million tons of grain and 60 million tons of steel by 1985. Foreign trade, particularly acquisition of foreign technology, has high priority. Contracts for Western plants and equipment worth more than $8 billion have been signed; further negotiations could push the total to $40-$50 billion in the next few years. China's foreign trade, estimated at $20 billion in 1978, is expected to increase 10% to 20% per year.

   Normalization of relations will improve the existing good prospects for US-China trade. Two-way trade is expected to reach $1.6 billion in 1979. Continued large sales of agricultural products will push US exports to over $1.2 billion. US firms have already begun to benefit from Peking's wide-ranging search for advanced technology. Major agreements signed thus far include:

- iron ore mines and processing facilities from US Steel, $1 billion; Bethlehem Steel, more than $100 million; and Kaiser Engineers, $5 million;
- 15 1,000-room hotels from Intercontinental Hotels and Hyatt, worth over $1 billion;
- copper mine development by Fluor, woth $800 million; and
- three Boeing 747 aircraft, worth $150 million.

4. Immediate benefits: The most immediate benefit from normalization will be the change in the PRC's policy of treating the US as a residual supplier, purchasing US goods only when comparable products were not available from suppliers in countries with which Peking had established relations. Normalization should pave the way for settlement of the claims/assets problem, which would open up direct banking and shipping relations. Normalization also provides an opportunity to address other trade and credit issues that have hindered our economic relationship, such as Export-Import Bank credits and most-favored-nation status for PRC exports. In addition, regular government-level contacts will help in other areas of trade facilitation and promotion.

US trade with China should post substantial gains over the next several years. A wide range of projects are under discussion with US firms, including offshore oil development, mining projects, a steel plant, hydroelectric facilities, agricultural programs, and transport and communications equipment.

5. Trade problems: Trade growth will be a function of China's ability to finance and absorb large amounts of foreign technology. China has an excellent credit rating and is capable of handling a larger debt burden. On the export side, China is seeking to improve the quantity and quality of its export goods to improve demand in developed country markets. Some Chinese exports, such as textiles, have caused market disruption in the US. Direct links with Peking will permit negotiation of these problems. For example, talks are scheduled with the Chinese to discuss orderly development in textile exports.

# Busbee Arrives in China For Trade Discussions

The Associated Press

PEKING — The recent successful firing of China's intercontinental ballistic missile shows China is highly advanced in some areas and not simply a developing country, says the head of the People's Foreign Affairs Institute.

President Hao Deqing made the comments Monday afternoon to Gov. George Busbee of Georgia, who arrived Monday for an eight-day trade mission.

They met for an hour, and an aide to Busbee later related the conversation.

Hao explained that China has great assets and resources to develop but it also has major problems in the infrastructure and management necessary to exploit the resources. For example, he said, China lacks a good rail system to transport coal, and that hinders the full development of energy resources.

China regards American friendship as very important and hopes the United States feels the same way, he said.

Busbee explained the commercial interests of the 10 businessmen who accompanied him. They will be meeting with representatives of Chinese industrial and trade ministries.

Later at a banquet, Hao said in his toast that China has immense trading possibilities but the United States must recognize China is a unique trading partner with problems. The United States, he said, must be "adept, flexible and sophisticated" in developing trading patterns with China, but he emphasized that "America is a favored nation, just as China is a favored nation in America."

One of China's major problems is a shortage of hard currency, leading China to prefer joint ventures and compensation trade to outright purchase of foods and technology.

The governor was to meet later Tuesday with Li Chuan, vice president of the Council for the Promotion of International Trade, and go sightseeing.

Busbee hosted Chinese Vice Premier Deng Xiaoping when Deng visited the United States. At that time Deng invited him to China. Busbee is expected to meet Deng later in the week.

*--Atlanta Journal, May 20, 1980*

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# Busbee Reports Progess in China

The Associated Press

PEKING — Gov. George Busbee and a state trade delegation met China's senior vice premier, Deng Xiaoping, Thursday morning, and Deng said he appreciated the reception he received in Georgia on his visit there in January 1979.

Deng, looking hale, thanked Busbee for showing him around Atlanta.

Busbee met earlier with Li Chuan, vice president of the China Council for the Promotion of International Trade. The governor said Chinese officials are interested in buying goods from Georgia companies, but they have emphasized that trade must be a two-way street.

Busbee said Li told him during a meeting Tuesday that "China must have a balance of trade and if we hope to export to the People's Republic of China, we must import from them, too."

Busbee arrived Monday for an eight-day trade mission to China to promote business and technical exchanges between his state and the People's Republic. He is accompanied on the trip by 10 businessmen representing a wide range of Georgia industries, from tourism and hotel construction to communications satellites. He leaves Friday for Shanghai.

Busbee said his talks with Li "made progress and I think some results will come, but it is premature to say how much."

He added that China must refine its vague joint ventures law and is "very much interested in joint venture trade."

An aide to the governor said Li emphasized China's need for hard currency and the importance of developing light industries and manufacturing that can generate it.

The United States must either develop a market for Chinese goods, he said, or accept a method of repayment that does not require hard currency for American goods and technology.

*--Atlanta Journal, May 22, 1980*

**LESSON TOPIC:** World War I: Involvement and Consequences

**GRADE LEVEL:** Secondary

**CONCEPTS:** World war

**TERMS:** Multinational, multidisciplinary

**OBJECTIVES:** Students will be able to:

1. Identify some of the political, military, economic, social, and philosophical causes of effects of World War I.
2. Discuss World War I as viewed from the perspectives of different national groups, such as the British, Germans, Russians, French, Austrians, and Americans.
3. Collect and classify data they collect on World War I on data retrieval charts.
4. Compare experiences of the war on the various national groups that participated in the war, including the effects of the war on their lives.
5. Formulate comparisons and derive generalizations about the involvement of various nations and national groups in World War I.

**MATERIALS:** Handout, "Multinational Data Retrieval Chart on World War I

**INTRODUCTION:** This exercise is designed to help students better understand the events and the historical significance of World War I, not only from several national perspectives, but also from a multidisciplinary approach. The military, economic, social, political, and philosophical aspects of the war should be studied, as well as the impact of these factors on the different nations that participated in the war. The multidisciplinary approach indicates that World War I was far more complex and extensive than a series of military encounters between the world powers in 1914. Hence, a cross-disciplinary approach is needed for a better understanding of the war.

In order to gain such an understanding to World War I, students should examine the war from the points of view of the major nations involved. Frequently, only the American perspective has been emphasized in history classes. Consequently, many students do not acquire the more global perspective of World War I that they can attain from studying the war from the perspectives of the different national and cultural groups involved.

**PROCEDURES:**

1. Have students review textbook chapters, library resources, and a variety of supplemental media to answer the questions on the Multinational Data Retrieval Chart. To help guide students in their research, short discussions should be held for the first two to three days. On the last day, a final comparative discussion should be held to synthesize the results of their research.
2. Use this approach in looking at other historical or global events, such as the Civil War, Vietnam War, etc. In class discussions, identify key questions for the chart, as well as principal characters or groups affected by the event.

## MULTINATIONAL DATA RETRIEVAL CHART ON WORLD WAR I

| Key Questions | British | Americans | Germans | French | Austrians | Russians | Colonial Africans |
|---|---|---|---|---|---|---|---|
| What were their military roles in World War I? | | | | | | | |
| Why did they participate in World War I? | | | | | | | |
| Who were their outstanding personalities during the war? | | | | | | | |
| What attitudes did they have about participation in the war? | | | | | | | |
| What political effects did the war have on them? | | | | | | | |
| What social effects did the war have on them? | | | | | | | |
| What economic effects did the war have on them? | | | | | | | |
| What overall changes did the war cause in their national status? | | | | | | | |

**LESSON TOPIC:** Distinguishing Facts, Opinions, and Values

**GRADE LEVEL:** Secondary

**CONCEPTS:** Fact, opinion, value

**TERMS:** Belief, attitude, concept, generalization, perception

**OBJECTIVES:** Students will be able to:

1. Distinguish factual, opinion, and value statements.
2. Discuss the importance and role of facts, opinions, and values in politics.
3. Discuss how facts, opinions, and values are presented in the news media.

**MATERIALS:** Student handouts, "Facts, Opinions, and Values," and "Georgia State Government." Accompanying teacher keys.

**INTRODUCTION:** Terms such as *fact, opinion, belief, attitude, value, concept, interpretation, philosophy, generalization, conclusion, assumption, theory, hypothesis, principle, judgment,* and *perception* are sometimes used interchangeably—and incorrectly—by those who analyze or report on political affairs.

Statements of opinion, for instance, are commonly presented as statements of fact, or are used in making unsupportable generalizations or conclusions. For example, a politician might observe that "Americans are against raising taxes by a single penny," and that "Americans want less—not more—government," as "proof" that the public will not support a federal health care plan. However accurate his judgment of the political climate, his conclusion is not one based on premises of fact but rather premises of opinion.

Obviously, in the world of politics, opinion is of major importance. In fact, opinion may be as important as facts given the lack of hard and fast information to guide political decision-makers in deciding the most appropriate policy for a pluralistic society. *But, what is important for citizens are the skills to recognize the proper use of facts, opinions, and values by those who participate in politics, as well as by those who report about it.*

*Although the primary intent of this lesson is not on logic* and *deductive* and *inductive reasoning,* it does offer a good opportunity to build these vital skills with students. If you do not have appropriate material in this area, check with your school's speech teacher or debate coach.

**PROCEDURES:**

1. Ask students to define the term "fact." From answers that students supply, attempt to point out that a fact is a piece of information about something or someone *that has been observed, verified, or proven true.*

   From this, define a "statement of fact" or "question of fact" as a *statement or question about something which has been proven true—or can be proven true (or false)—by virtue of information or data.*

If some students are confused as to how the terms "fact" and "statement of fact" are different, point out that the latter term involves a statement or question which can be proven true or false by facts. The key is whether it is possible to prove—or disprove—the information being submitted as fact.

For example, the statement, "In 1976, Jimmy Carter was elected President of the United States," is clearly a statement of fact, since there is undisputed evidence that this indeed was the outcome of the 1976 election. For the same reasons, the statement, "In 1976, Gerald Ford won the election as President," is technically, and for the same reasons, a question of fact, since there is evidence to prove—or, as in this case, disprove—the statement.

Although some students may not at first understand that a statement which is clearly untrue is referred to as a statement or question of fact, the goal is to encourage students to distinguish statements of fact from statements of opinions or values.

One key to help students in determining statements of fact from those of opinion or values is to ask such questions as: Is this a matter which we can use one of our senses—sight, hearing, feeling, tasting, or smelling—to determine whether it is true? Is this a matter on which all—or most—people can agree after looking at the evidence? Is the statement objectively presented (or are subjective words—such as *best, patriotic,* or *fair*—used)? Does the statement reflect facts or someone's interpretation of facts.

2. Ask students to define the term "opinion." Attempt to point out from the answers given that an opinion is *a belief, view, or conclusion one has about some matter or thing, which the person generally assumes to be true*. An opinion may be based on no facts, limited facts, or extensive facts—but represents one person's judgment or beliefs about an issue.

   The opinion holder's sincerity, conviction, or right to hold an opinion is not a principal issue here, but rather the realization that the thought, belief, or opinion expressed represents what one particular person believes, and not necessarily what has been factually verified and for which there is general agreement.

   One good way to distinguish fact from opinion is to have students list the reasons why Ronald Reagan beat Jimmy Carter in the 1980 presidential election. Although many reasons can be given, the only proven fact to support his victory is that he won more votes than Carter in the election. No one disputes that statement. On almost any other statement on the election, there will be disagreement on how accurately the statement explains the election, and thus will be a statement of opinion.

3. Ask students to define the term "value" in the same manner as before. Try to point out from answers given that a value represents *a person's belief about right behavior—that is what is right and wrong, good and bad.* Unlike an opinion, which is a belief about a particular thing, a value typically embraces a larger context, and tends to be more general and moralistic in nature.

   One key to value statements is the frequent use of terms such as "should" and "ought."

4. Hand out the student worksheet, "Facts, Opinions, and Values," and have students identify each statement as to whether it is one of fact, opinion, or value. Allow students time to complete the worksheet in class, then go over the activity with students, having students explain why each statement should be classified as it is.

5. Following the preceding activity, have each student write five factual statements, five opinion statements, and five value statements on any matter. Have students exchange their responses and then review for the correctness of the answers they are reviewing. Ask for examples from the class from each category.

6. Pass to students the handout, "Georgia State Government," and have students mark each sentence as to statement of fact, opinion, or value. Upon completion, orally go over answers with class.

7. Either (1) provide students with separate copies of a newspaper, or (2) reproduce several articles from a newspaper and provide to students. For the purpose of this activity, you will need three articles: (1) a factual account of some event; (2) a news analysis, where a reporter is identified by name; and (3) an editorial.

   Have students look for examples of factual statements and opinion statements in the three articles. Which article tends to have the most factual basis, and which the most opinionated basis. For each statement of opinion that students point out from these articles, have them discuss what makes the statement an opinion—and not a fact.

   Regarding the editorials, have students discuss why opinions are necessary and why editorials are always contained on a specific page and clearly identified.

   If English-language versions of foreign newspapers—especially those of the Soviet bloc, China, or developing countries—are available in your school or city library, have students perform the same review for statements of fact and opinion.

8. Discuss with students the relative merits of the daily newspaper, television news, and weekly news magazines for keeping up with daily news events, and how decisions are made as to what news information will be contained in each. Call a newspaper editor and television news director to determine how each attempts to assure that, in their reporting, issues of opinion are clearly distinguished from issues of fact.

9. Ask students whether facts are more important than opinions, and why or why not. Discuss the suggestion that in some areas (e.g., science, medicine, math, and law), facts are particularly important. However, even here, without opinions little advancement of knowledge would take place.

   In many areas, however, such as politics, there may be (a) conflicting facts (e.g., who is responsible for inflation); (b) insufficient facts; or (c) too many facts to know how to interpret. In these cases, opinions about the facts may be as important—or more—as to what the facts actually say.

## FACTS, OPINIONS, AND VALUES

*Instructions: The following are statements you might hear or read. Some are statements of fact, some are statements of opinion, and some are value statements. Mark in the appropriate column how each statement should be classified.*

| *Statement* | *Fact* | *Opinion* | *Value* |
|---|---|---|---|
| 1. Republicans make better Presidents than Democrats. | | | |
| 2. The Georgia House of Representatives has more members than the Senate. | | | |
| 3. No person—including the state—should have the right to take another person's life. | | | |
| 4. History repeats itself. | | | |
| 5. Georgia's Governor is the most important single person in the state. | | | |
| 6. Officials cannot require that a citizen be able to read or write in order to vote. | | | |
| 7. Democracy is the best form of government the world has yet come up with. | | | |
| 8. Georgia's Constitution is one of the longest of any state constitution in the nation. | | | |
| 9. The private lives of public officials ought to be completely above suspicion. | | | |
| 10. America is the land of the free and home of the brave. | | | |
| 11. "All men are created equal, with certain unalienable rights." | | | |
| 12. Power corrupts. | | | |
| 13. Every American should be willing to defend this country when called upon. | | | |
| 14. The last election showed that people are tired of big government taxing the little people. | | | |
| 15. Georgia is now a true two-party state. | | | |

# KEY
## FACTS, OPINIONS, AND VALUES

*Note to Instructor: Reasons why each statement is categorized as it is are found on the following page.*

| *Statement* | *Fact* | *Opinion* | *Value* |
|---|---|---|---|
| 1. Republicans make better Presidents than Democrats. | | X | |
| 2. The Georgia House of Representatives has more members than the Senate. | X | | |
| 3. No person—including the state—should have the right to take another person's life. | | | X |
| 4. History repeats itself. | | X | |
| 5. Georgia's Governor is the most important single person in the state. | | X | |
| 6. Officials cannot require that a citizen be able to read or write in order to vote. | X | | |
| 7. Democracy is the best form of government the world has yet come up with. | | X | |
| 8. Georgia's Constitution is one of the longest of any state constitution in the nation. | X | | |
| 9. The private lives of public officials ought to be completely above suspicion. | | | X |
| 10. America is the land of the free and home of the brave. | | X | |
| 11. "All men are created equal, with certain unalienable rights." | | X | |
| 12. Power corrupts. | | X | |
| 13. Every American should be willing to defend this country when called upon. | | | X |
| 14. The last election showed that people are tired of big government taxing the little people. | | X | |
| 15. Georgia is now a true two-party state. | | X | |

*Supplement to Key*

## FACTS, OPINIONS, AND VALUES

1. Republicans make better Presidents than Democrats.

   *Comment: This is an opinion statement, since how can you prove or disprove the statement. What does the term "better" mean? Also, there are both good and bad Republicans, as well as good and bad Democrats. Does the statement suggest that the worst Republican is better than the best Democrat?*

2. The Georgia House of Representatives has more members than the Senate.

   *Comment: This is a statement of fact, since it is quite easy to verify whether the House has more members than the Senate. In fact, the House–with 180 members–is larger than the Senate–with 56.*

3. No person—including the state—should have the right to take another person's life.

   *Comment: This is a value statement, since it represents more-or-less a moral view about capital punishment and murder. Note the use of the word "should."*

4. History repeats itself.

   *Comment: This is an opinion statement. Although frequently heard, how do you prove this statement? There are numerous historical events that do not repeat themselves in truth, so at best it represents an opinion.*

5. Georgia's Governor is the most important single person in the state.

   *Comment: This is an opinion statement. How would you prove the statement? What does "most important single person" mean? It is true that the Governor has a lot of power and influence on political affairs, and is a very important person. But the statement as written is opinion.*

6. Officials cannot require that a citizen be able to read or write in order to vote.

   *Comment: This is a statement of fact. It is very easy to confirm this statement by calling the local voter registrar to find out if literacy is a requirement for voting (which it no longer is).*

7. Democracy is the best form of government the world has yet come up with.

   *Comment: This is an opinion statement. How would you prove whether it is true? What does "best form" mean? Does "best" mean most efficient, or what?*

8. Georgia's Constitution is one of the longest of any state constitution in the nation.

   *Comment: This is a statement of fact, since it is possible to find out if any constitution is longer than Georgia's. As it turns out, including all general and local amendments, Georgia's Constitution is longer than the constitution of any other state.*

9. The private lives of public officials ought to be completely above suspicion.

   *Comment: This is probably classified as a value statement because of the moral tone of the statement and use of the word "ought." For some people, it might not represent a moral value, and could perhaps be simply classified as an opinion. It clearly is not a statement of fact, since how could you prove or disprove it?*

10. America is the land of the free and home of the brave.

    *Comment: This is an opinion statement, even though paraphrased from the national anthem. How would you prove that America is the land of the free? What is "free"? Also, is America the "home of the brave?" What does "brave" mean, and does this mean that all Americans are brave?*

11. "All men are created equal, with certain unalienable rights."

*Comment: This is an opinion statement, although taken from the Declaration of Independence. Are all men created equal, and how do you prove it? Equal in what sense? What are "unalienable rights?"*

12. Power corrupts.

*Comment: This is an opinion statement, although it is frequently heard. What kind of power corrupts—political power, economic power, physical power? What does "corrupts" mean? How would you go about proving this statement?*

13. Every American should be willing to defend this country when called upon.

*Comment: This probably represents a value statement, considering the use of the word "should."*

14. The last election showed that people are tired of big government taxing the little people.

*Comment: This is an opinion statement. What is "big government" and who are the "little people?" Almost any attempt to analyze why an election turned out as it did involves some degree of opinion, unless polls or data are available to prove why people voted the way they did.*

15. Georgia is now a true two-party state.

*Comment: This is an opinion statement, and one that even most Republicans do not agree with. While the Republican Party has won some important elections, the overwhelming number of local, state, and national offices in or from Georgia are filled by Democrats. What is a "true two-party state" in any event?*

# GEORGIA STATE GOVERNMENT

Georgia's state government, like that of the United States and the other states, is divided into three branches—the executive, legislative, and judicial. Each branch has a different function—the legislature makes the law, the executive enforces the law, and the judiciary interprets the law. This form of government—with separation of powers—has proven to be the most conducive to democracy and freedom of any form of government in the history of the world. It is a well-known fact of history that power corrupts, and by dividing power among different branches, corrupt politics is prevented. Every citizen of Georgia should be proud of the type of government we are privileged to live under.

Georgia, like each state, has its own constitution, with Georgia's current constitution adopted in 1976. With nine constitutions, however, we have had far too many different documents. Moreover, our constitution is excessively long and too easily amended. A constitution needs to be a basic outline of government, short enough to be understood by the average citizen, and not subject to continuous amendment. In Georgia, however, the constitution is amended at the general election every two years.

Although we commonly think of the national government as the most important level of government in our lives, it is, in fact, the state government that touches our lives in more important ways. It is the state that determines most of the criminal and civil laws we must obey, determines the level of funding for education and health services, and determines the age at which young citizens can enjoy the rights of adults—such as driving, drinking, signing a contract, and marrying. Surely, the framers of the American political system were correct in recognizing the importance of state government in the federal system and the dangers that occur when the federal government becomes too powerful.

*KEY*

## GEORGIA STATE GOVERNMENT

Georgia's state government, like that of the United States and the other states, is divided into three branches—the executive, legislative, and judicial. *(Statement of fact–can be verified.)* Each branch has a different function—the legislature makes the law, the executive enforces the law, and the judiciary interprets the law. *(Statement of fact–can be verified. These functions are spelled out in the state constitution.)* This form of government—with separation of powers—has proven to be the most conducive to democracy and freedom of any form of government in the history of the world. *(Statement of opinion–cannot be scientifically proven. What does "most conducive to democracy and freedom" mean? Also, the statement "in the history of the world" is too broad to prove.)* It is a well-known fact of history that power corrupts, and by dividing power among different branches, corrupt politics is prevented. *(Statement of opinion–cannot be proven. The statement that "power corrupts" is not necessarily true. Moreover, dividing power among different branches does not necessarily prevent corrupt politics, as the history of American politics can attest.)* Every citizen of Georgia should be proud of the type of government we are privileged to live under. *(Value statement–note use of word "should.")*

Georgia, like each state, has its own constitution, with Georgia's current constitution adopted in 1976. *(Statement of fact–can be verified. The statement is true, as is written, but even if the constitution had been adopted at a different date, it is still a statement of fact, since the date can be proven or disproven.)* With nine constitutions, however, we have had far too many different documents. *(Opinion statement–not everyone agrees that we have had too many constitutions, and in fact, many feel we should adopt a new constitution.)* Moreover, our constitution is excessively long and too easily amended. *(Opinion statement–how long is "excessively long" or how easily is "too easily?")* A constitution needs to be a basic outline of government, short enough to be understood by the average citizen, and not subject to continuous amendment. *(Opinion statement–although many "experts" share this opinion, not everyone agrees as to what "basic outline" means, or what "short enough" means.)* In Georgia, however, the constitution is amended at the general election every two years. *(Statement of fact–can be verified whether constitutional amendments are on the general election ballot every two years, which they are.)*

Although we commonly think of the national government as the most important level of government in our lives, it is, in fact, the state government that touches our lives in more important ways. *(Opinion statement–not everyone agrees with this statement and as to what is meant by "more important ways.")* It is the state that determines most of the criminal and civil laws we must obey, determines the level of funding for education and health services, and determines the age at which young citizens can enjoy the rights of adults—such as driving, drinking, signing a contract, and marrying. *(Statement of fact–can be proven or disproven if the state has these powers, which it does.)* Surely, the framers of the American political system were correct in recognizing the importance of state government in the federal system and the dangers that occur when the federal government becomes too powerful. *(Statement of opinion–not all framers felt that a powerful federal government was dangerous. But, in any event, the phrase "were correct" involves an opinion.)*

LESSON TOPIC: Using the Newspaper to Teach World History

GRADE LEVEL: Secondary

CONCEPTS: Written communication, facts and opinion

TERMS: Newspaper, editorial

OBJECTIVES: Students will be able to:

1. Explain the usefulness of the newspaper in public communication.
2. Identify each section of a newspaper and describe its purpose.
3. Use newspapers to find relevant information.
4. Work in groups to produce a newspaper containing news, opinion, entertainment and commentary in the context of the period of history or the situation they have been studying.

MATERIALS: Newspaper. Handout, "A Sample Breakdown of a Newspaper."

INTRODUCTION: This exercise will enable students to actively learn about newspapers by preparing and publishing their own newspaper. This activity can help motivate students to read and write. Students will use what may first appear to them to be dull and sterile and translate it into their own written accounts of human adventure. Likewise, this activity will enable students to actively work and participate in small groups. This experience is also aimed at having students learn group skills and intergroup cooperation. Although students will work in small groups, they will pool their talents in the production of a single class newspaper.

Instruction in newspaper use is requisite to this undertaking, so the students should learn to use the newspaper to obtain relevant information about the issues.

PROCEDURES:

1. Introduction—Focus the newspaper writing on a particular period of history or an event. Some examples are: Ancient Greece, Ancient Rome, the Reformation, the French Revolution, and World War I. In the accompanying handout, "A Sample Breakdown of a Newspaper," Renaissance Florence is used as an example. The class would have already studied the Renaissance in World History.

2. In order for the students to see and understand the specific skills and performances required of them in the preparation of a class newspaper, they must be instructed in newspaper construction. Have each student bring a certain issue of a newspaper to class. Using the issue of the newspaper, students are to locate the major sections by using the index. (Module I in Charles Berryman's *Improving Reading Skills* can be used in conducting this exercise.) Once the students have mastered the knowledge objectives in the module, they are ready to prepare their own paper.

3. The class as a group will select an appropriate masthead for the newspaper. An editor-in-chief, and the editors of various sections of the newspaper can be selected from qualified volunteers. The responsibilities of each editor is to be clearly defined. (The editor-in-chief presides over the editorial page and over the front page, choosing how much space is to be given to world or local news. The editors are responsible for their particular section of the newspaper.) A group of students is assigned to work with each editor by having each student indicate a particular section of the newspaper of special interest to him. Each editor along with the staff decide the nature, style, and subjects of their particular section.

## A SAMPLE BREAKDOWN OF A NEWSPAPER

### WORLD NEWS SECTION:

1. Editor writes an article on a development in a tense world crisis. For example, the invasion of Italy by Charles VIII of France in 1494.
2. World news: This could include a news article on the state of an on-going crisis, such as: The Babylonian Captivity of the Church thence the papacy was removed from Rome to Avignon in France; the Great Schism within the Catholic Church whereby papal authority was at one given time divided among three popes.
3. "Hot" Front page news article: This may include the reporting of a national disaster such as the Black Death striking Florence in 1348, or an important event, such as Columbus discovering America.

**LOCAL NEWS**: This would include news about Florence and Itlay.

4. A news article about the Savonarola being found guilty of heresy and condemned to death in Florence.
5. A news article on Leonardo da Vinci leaving Florence to enter the service of the Duke of Milan in 1483.
6. A news article on Cardinal della Rovere becoming Pope Julius II in 1503.

### ENTERTAINMENT SECTION:

1. The editor may write an article on trends in art. For example, the trend for pictorial art to more and more abandon its interest in religion and seek inspiration in secular themes.
2. *Book Review.* A review of recent work such as: Boccacio's *Decameron;* Petrarch's *Sonnets;* Castiglione's *The Courtier*; or Machiavelli's *The Prince.*
3. *Music.* An article on the development of new musical instruments and the perfection of orchestral music.
4. *Sports and Recreation.* An article about dancing, fencing, and other recreations such as hunting, falconry, boat regattas, tennis and boxing.

### PEOPLE IN THE NEWS:

1. Interviews with the variety of Renaissance personalities.
2. Brief articles about people in the news.

### OTHER COLUMNISTS:

1. One on Religion.
2. One on Sports.
3. One on some popular topic.

### FAMILY-SOCIAL SECTION:

The editor may write an editorial expressing his opinion about general trends in society. For example, the emergence of Renaissance women from medieval bondate to the equal of men.

News articles may follow about a particular trend in fashion. For example, Agnola Rirenzuola discoursed on how a woman can make herself beautiful.

### CROSSWORD PUZZLE:

A student with sufficient ability to construct a crossword puzzle should center around contemporary Renaissance events, personalities, and terms.

## ECONOMIC (BUSINESS AND FINANCE) SECTION:

The editor may write an editorial decrying the working conditions of the popolo minuto (little people) or workers of Florence.

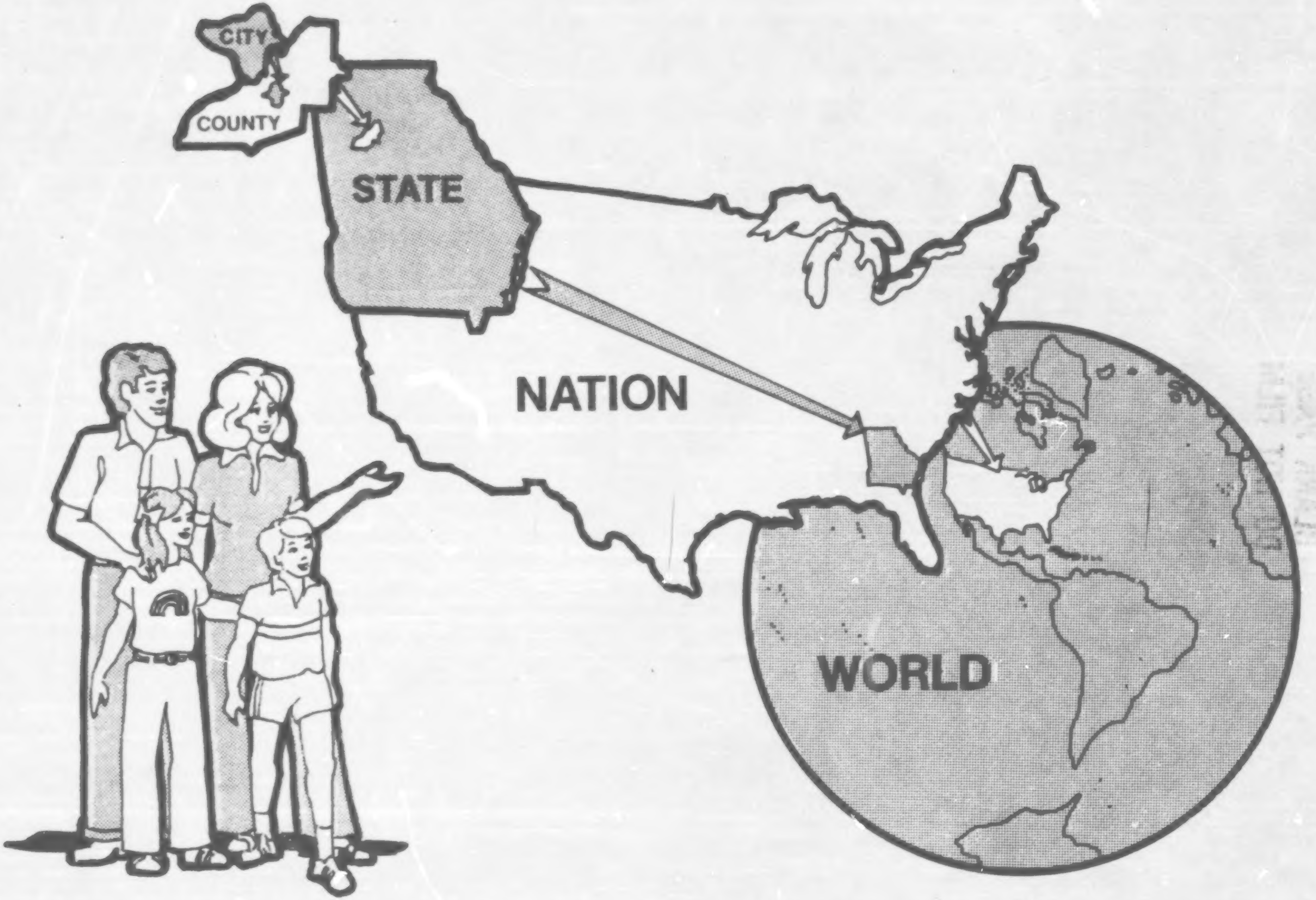
Classified ads may be compiled. They might include a list of careers opportunities, available in Renaissance Florence. Information as to the nature of the job, training and education required, skills and activities required, and economic reward should be included.

## EDITORIAL SECTION:

1. The editor may write an editorial on a specific aspect of the Renaissance. For example, the impact of humanism as the moving spirit of the Renaissance. The teacher might assign the writing of an editorial that takes the opposite side of the aforementioned issue.
2. Other editorials would be written expressing a particular point of view, belief or policy about an event, institution or individual of the Renaissance. For example, an editorial criticizing the "worldliness" of the Catholic Church.
3. Letters to the editor can be written by students whose work is completed ahead of the rest of the class.

## IMPROVING CITIZENSHIP EDUCATION PROJECT SLIDES FOR THE STUDY OF NATIONAL, STATE, AND LOCAL GOVERNMENT SERVICES

1. Delivery of Mail–example of a federal service to citizens.
2. U. S. Army Tank–defense of the United States is another service provided by the national government.
3. Highway Resurfacing–one example of a service provided by state government for the benefit of citizens.
4. School Classroom–an example of a service funded primarily by state government but operated by local boards of education.
5. Courtroom–another example of a service funded in part by state government but operated on a local basis, subject to rules established at the state level.
6. Stone Mountain–one example of parks and recreation services provided by state government. Unlike recreation parks–such as Six Flags and Walt Disney World–which are owned by private businesses and operated for a profit, Stone Mountain is operated as a non-profit public facility.
7. Registering to Vote–one of the most important functions provided by counties is operation of the election system, including registering voters.
8. Planning–planning for the needs of Fulton County citizens is another important service, including water, highways, recreation, and other needs.
9. Court Clerks–keeping records of marriages, divorces, births, land sales, and other important events is another service of county government.
10. School Classroom–most counties in Georgia have the very important function of providing for local school systems (funded in part by the state). Within Fulton County, the Fulton County School System serves the educational needs of all students, except those who live within the city limits of Atlanta, which has its own city school system.
11. Parks–counties also provide parks and recreational facilities for residents of the county.
12. Police–all counties have a county sheriff, who is responsible for law enforcement in smaller counties. In larger counties, the sheriff may be primarily responsible for serving legal papers to citizens, working with the courts, and operating the jail, while a separate county police department may have responsibility for county law enforcement.
13. Garbage Truck–cities have many functions, including garbage and solid waste collection.
14. Zoo–larger cities in the state may provide a zoo for citizens to enjoy. Often, the zoo must also depend upon private donations and admission charges because of the costs of feeding and maintaining the animals.
15. Ballfield–like counties, cities provide parks and recreational facilities, including softball programs for young people.
16. Police–cities provide law enforcement services to citizens, as well as programs such as bike clinics.
17. Firetrucks–fire protection, like law enforcement, is one of the most important services that a city can provide its citizens.
18. Airport–larger cities in the state usually provide ariports for commercial and private aircraft. Here is shown the former Atlanta Airport terminal, which has now been replaced by the largest airport in the world.
19. Atlanta Stadium–sometimes, cities and counties cooperate to provide services that neither alone could provide. The Atlanta-Fulton County Stadium is a good example of such a joint service.
20. MARTA Rail Car–the MARTA system, including the new rapid rail cars, is another service provided jointly for the city and county.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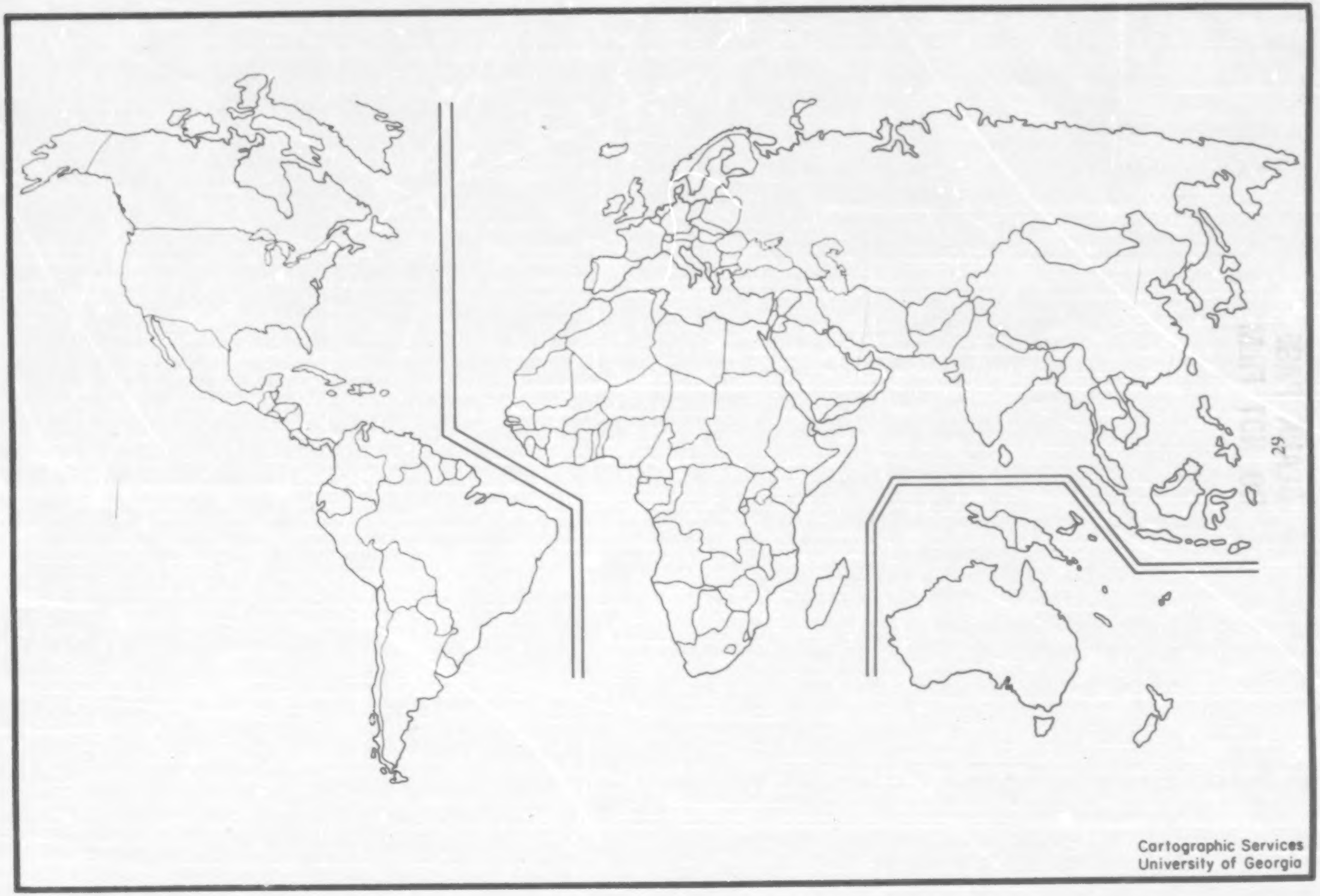

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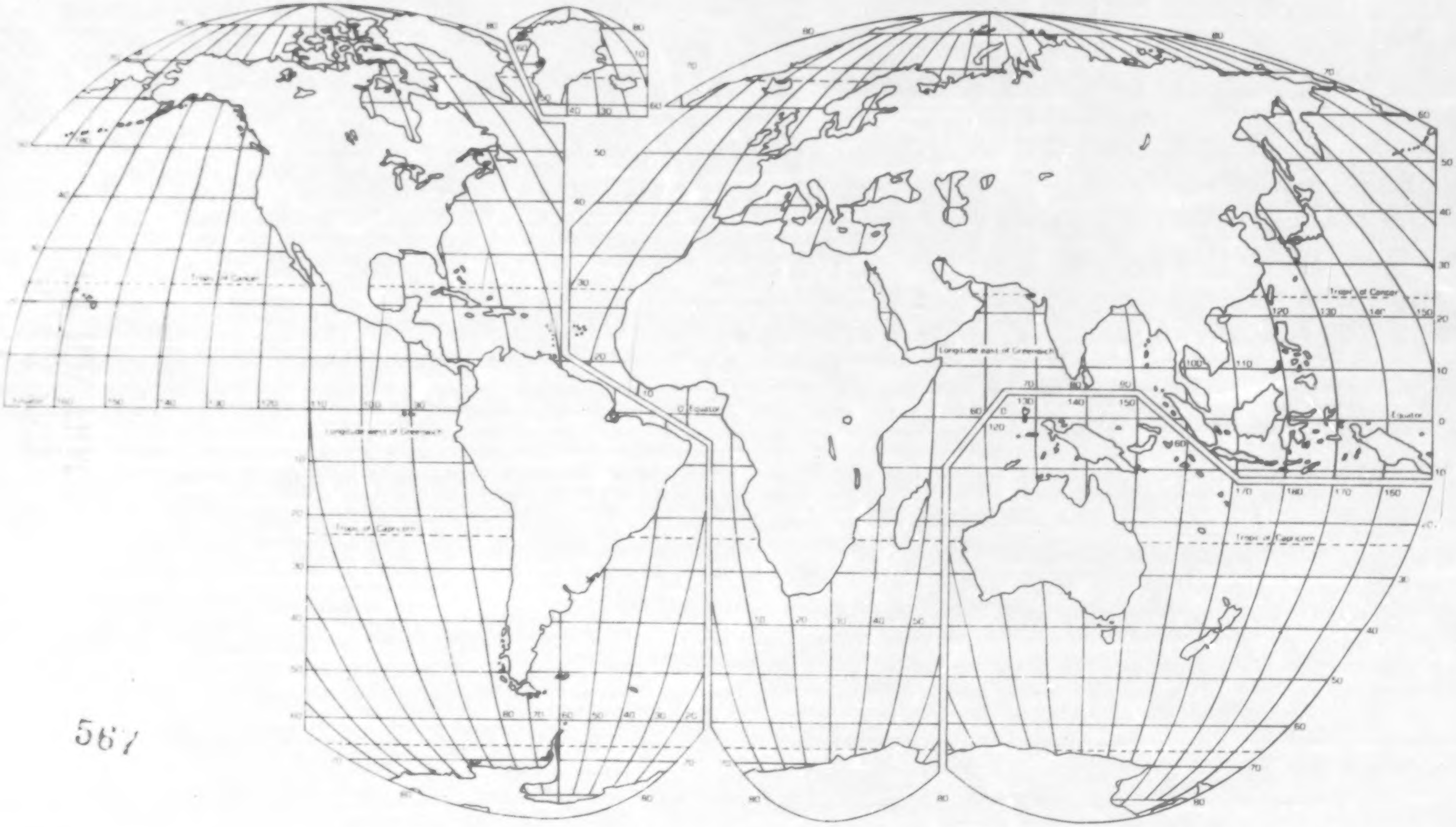
University of Georgia


Tropic of Cancer
Longitude west of Greenwich
Longitude east of Greenwich
Equator
Tropic of Capricorn

567

Western Paragraphic Projection

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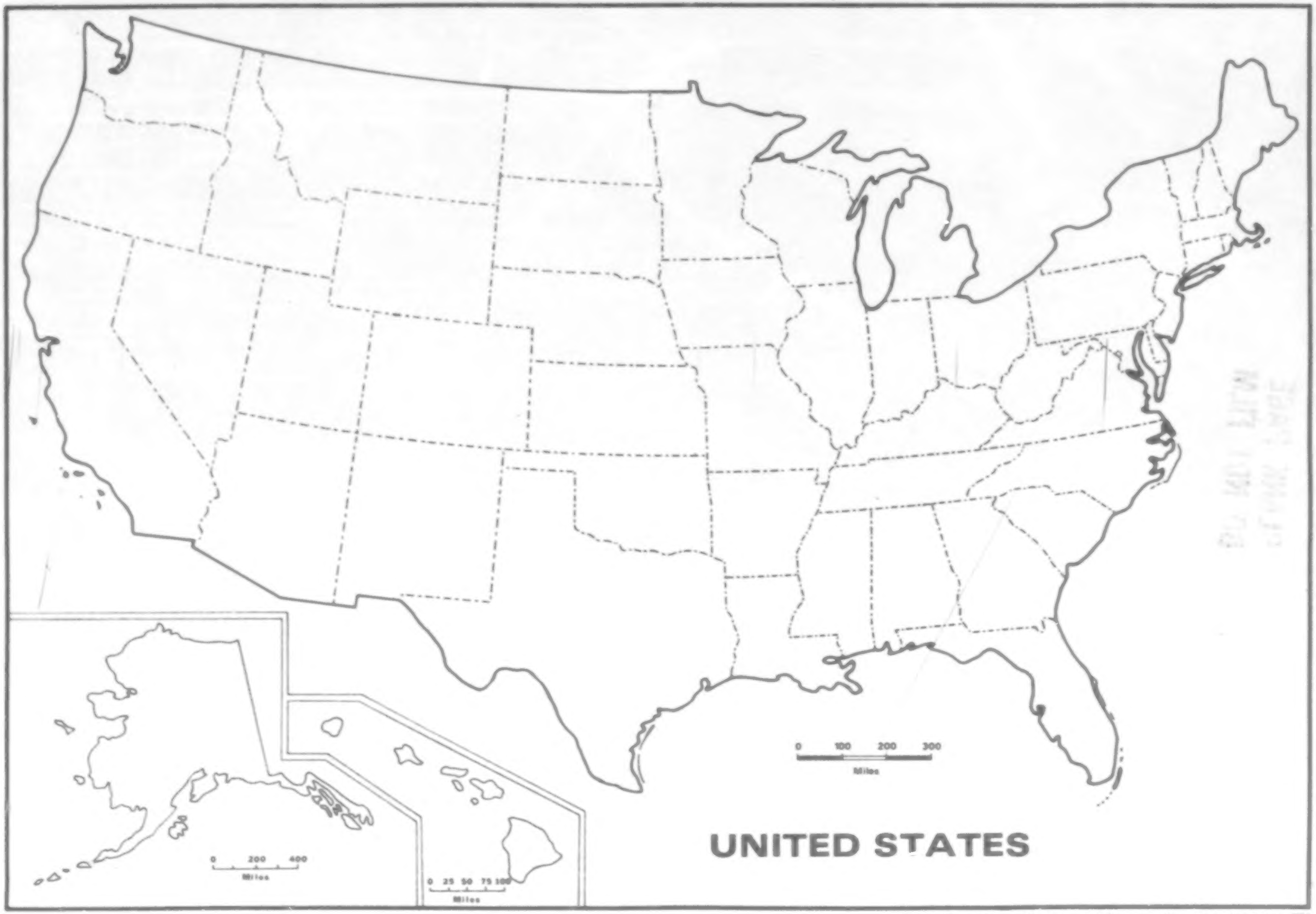
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# UNITED STATES

Georgia State University, Department of Geography, Cartography Laboratory, 1974

WASHINGTON
OREGON
CALIFORNIA
IDAHO
NEVADA
MONTANA
WYOMING
UTAH
ARIZONA
COLORADO
NEW MEXICO
NORTH DAKOTA
SOUTH DAKOTA
NEBRASKA
KANSAS
OKLAHOMA
TEXAS
MINNESOTA
IOWA
MISSOURI
ARKANSAS
LOUISIANA
WISCONSIN
ILLINOIS
MISSISSIPPI
MICHIGAN
INDIANA
KENTUCKY
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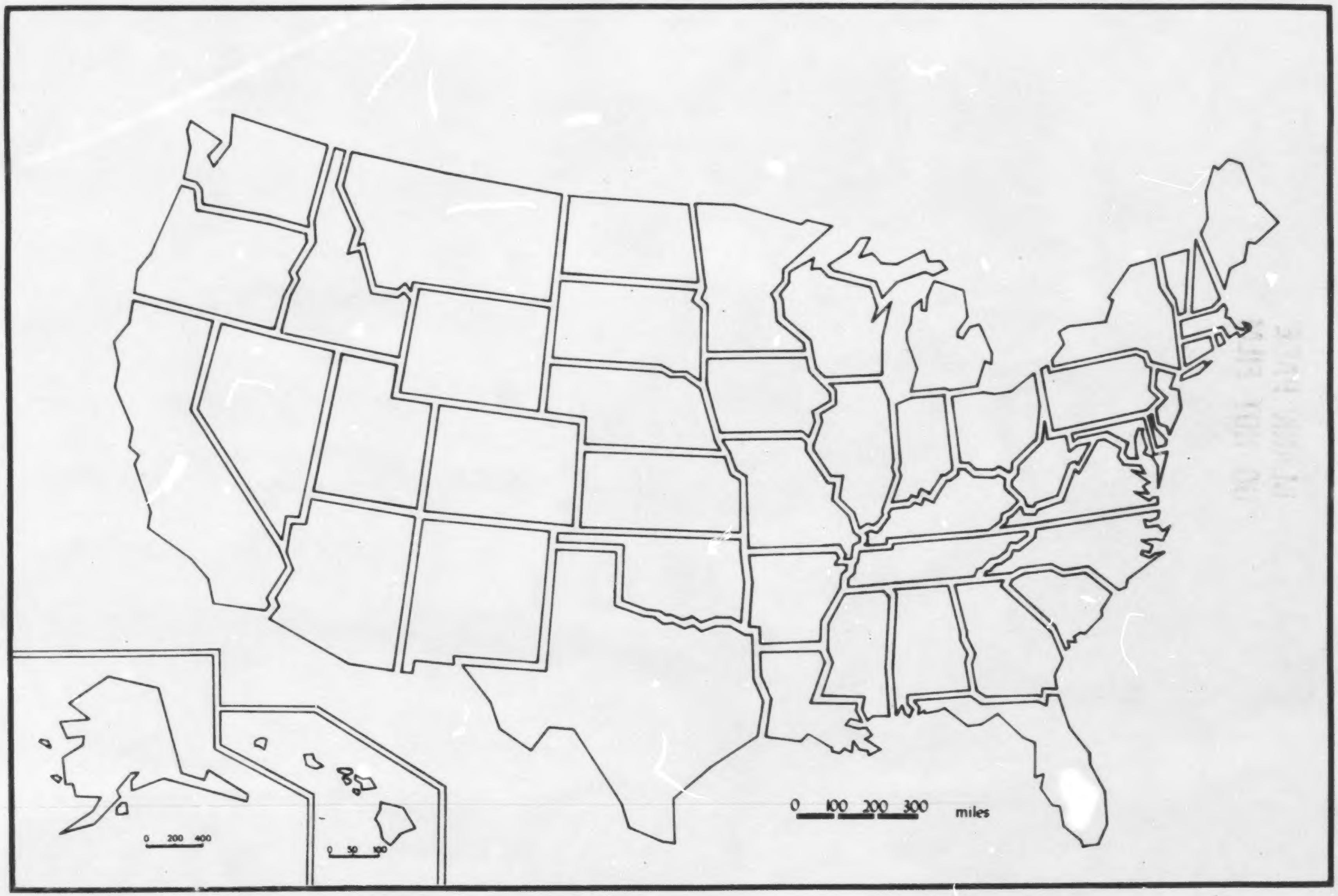
UNITED STATES

Georgia State University, Department of Geography, Cartography Laboratory, 1974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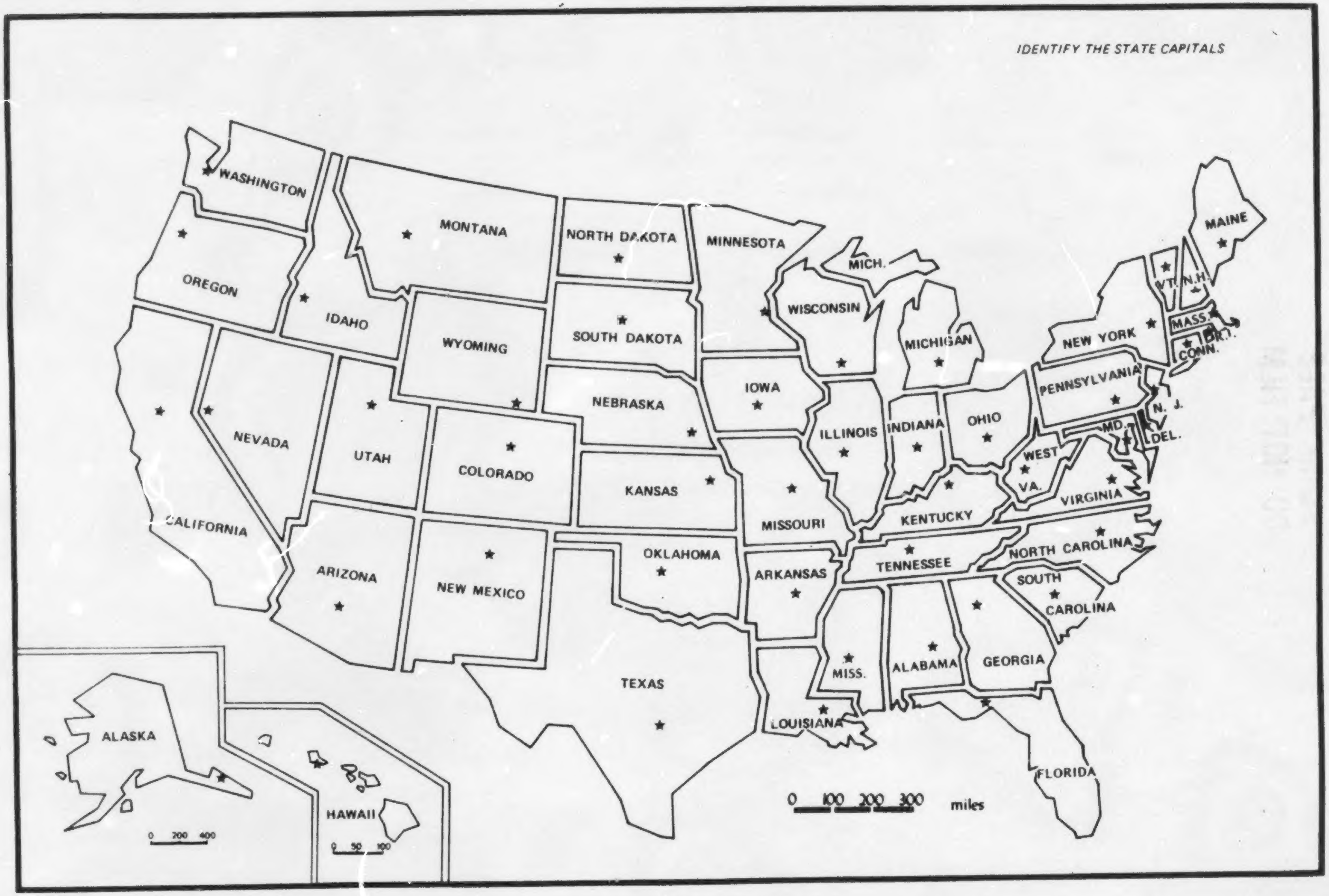
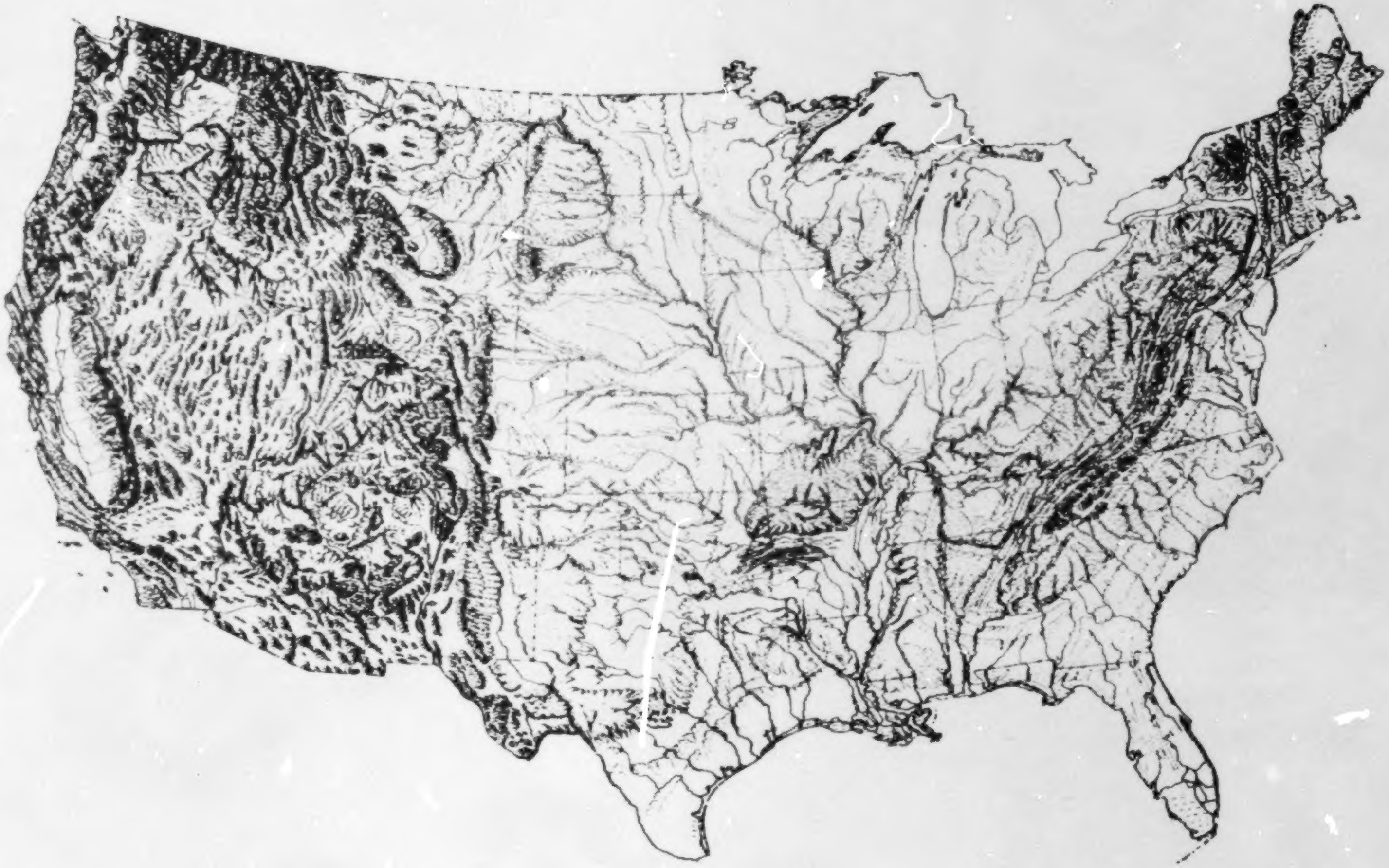
0 200 400
0 50 100



IDENTIFY THE STATE CAPITALS

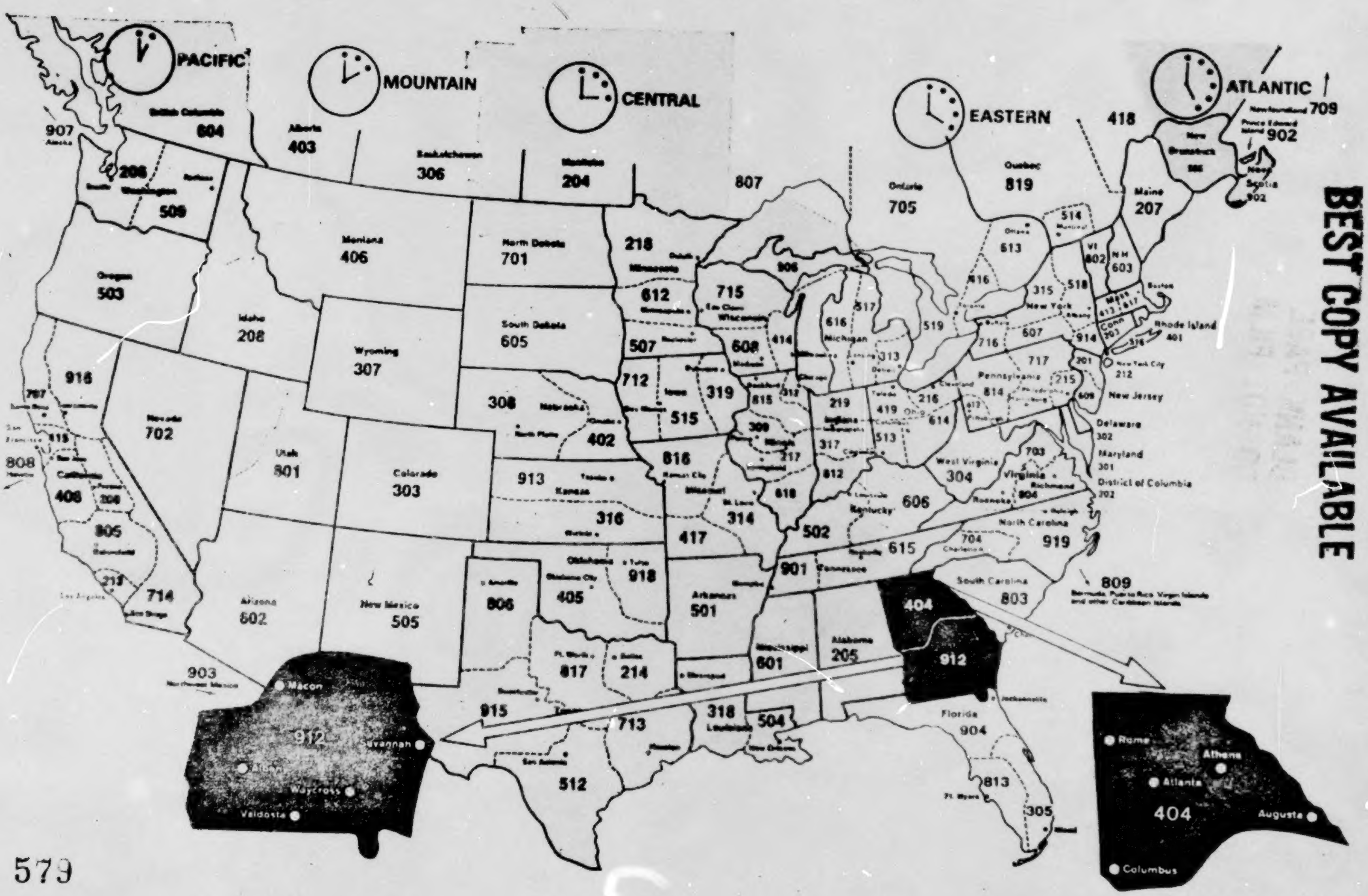
WASHINGTON
MONTANA
NORTH DAKOTA
MINNESOTA
OREGON
IDAHO
WYOMING
SOUTH DAKOTA
WISCONSIN
MICH.
MICHIGAN
MAINE
VT.
N.H.
MASS.
R.I.
CONN.
NEW YORK
PENNSYLVANIA
N. J.
MD.
DEL.
NEVADA
UTAH
COLORADO
NEBRASKA
IOWA
ILLINOIS
INDIANA
OHIO
WEST VA.
VIRGINIA
CALIFORNIA
KANSAS
MISSOURI
KENTUCKY
NORTH CAROLINA
TENNESSEE
SOUTH CAROLINA
ARIZONA
NEW MEXICO
OKLAHOMA
ARKANSAS
MISS.
ALABAMA
GEORGIA
TEXAS
LOUISIANA
FLORIDA
ALASKA
HAWAII
0 100 200 300 miles
0 200 400
0 50 100

# GEOPHYSICAL FEATURES OF THE UNITED STATES



Source: U.S. Department of Agriculture. Economics, Statistics, and Cooperatives Service. "Unmasking Problems in Rural Health Planning," by Jeannette Fitzwilliams. Rural Development Research Report No. 11. May 1979.

# area code map and time zones


PACIFIC
MOUNTAIN
CENTRAL
EASTERN
ATLANTIC
907 Alaska
British Columbia 604
Alberta 403
Saskatchewan 306
Manitoba 204
807
Ontario 705
Quebec 819
418
New Brunswick 506
Newfoundland 709
Prince Edward Island 902
Nova Scotia 902
206 Seattle Washington
509 Spokane
Oregon 503
Montana 406
Idaho 208
Wyoming 307
North Dakota 701
South Dakota 605
218 Duluth Minnesota
612 Minneapolis
507 Rochester
715 Eau Claire Wisconsin
608 Madison
414 Milwaukee
906
616 Michigan
517
313 Detroit
519
416 Toronto
613 Ottawa
514 Montreal
Maine 207
VT 802
NH 603
518
315 New York
716 Buffalo
607
Mass 413 617
Boston
Conn 203
Rhode Island 401
914
516
New York City 212
201
609 New Jersey
Delaware 302
Maryland 301
District of Columbia 202
717 Pennsylvania
215 Philadelphia
814
412 Pittsburgh
216 Cleveland
419 Toledo Ohio
614 Columbus
513
219 Indiana
317
812
312 Chicago
815
309 Illinois
217
618
916 Sacramento
707
415 San Francisco
408 San Jose California
209
805 Bakersfield
213 Los Angeles
714 San Diego
808 Hawaii
Nevada 702
Utah 801
Colorado 303
Arizona 602
New Mexico 505
903 Northwest Mexico
308 Nebraska North Platte
402 Omaha
712
Iowa 515
319
816 Kansas City
Missouri
314 St. Louis
417
913 Topeka Kansas
316 Wichita
Oklahoma 405 Oklahoma City
918 Tulsa
806 Amarillo
817 Ft. Worth
214 Dallas
915
713 Houston
512 San Antonio
Arkansas 501
318 Louisiana Shreveport
504 New Orleans
Mississippi 601
901 Tennessee Memphis
615 Nashville
502 Louisville Kentucky
606
West Virginia 304
703 Virginia
804 Richmond Roanoke
North Carolina 919
704 Charlotte
South Carolina 803
Alabama 205
404
912
Florida 904 Jacksonville
813 Ft. Myers
305 Miami
809 Bermuda, Puerto Rico, Virgin Islands and other Caribbean Islands
912 Macon Savannah Albany Waycross Valdosta
404 Rome Athens Atlanta Augusta Columbus

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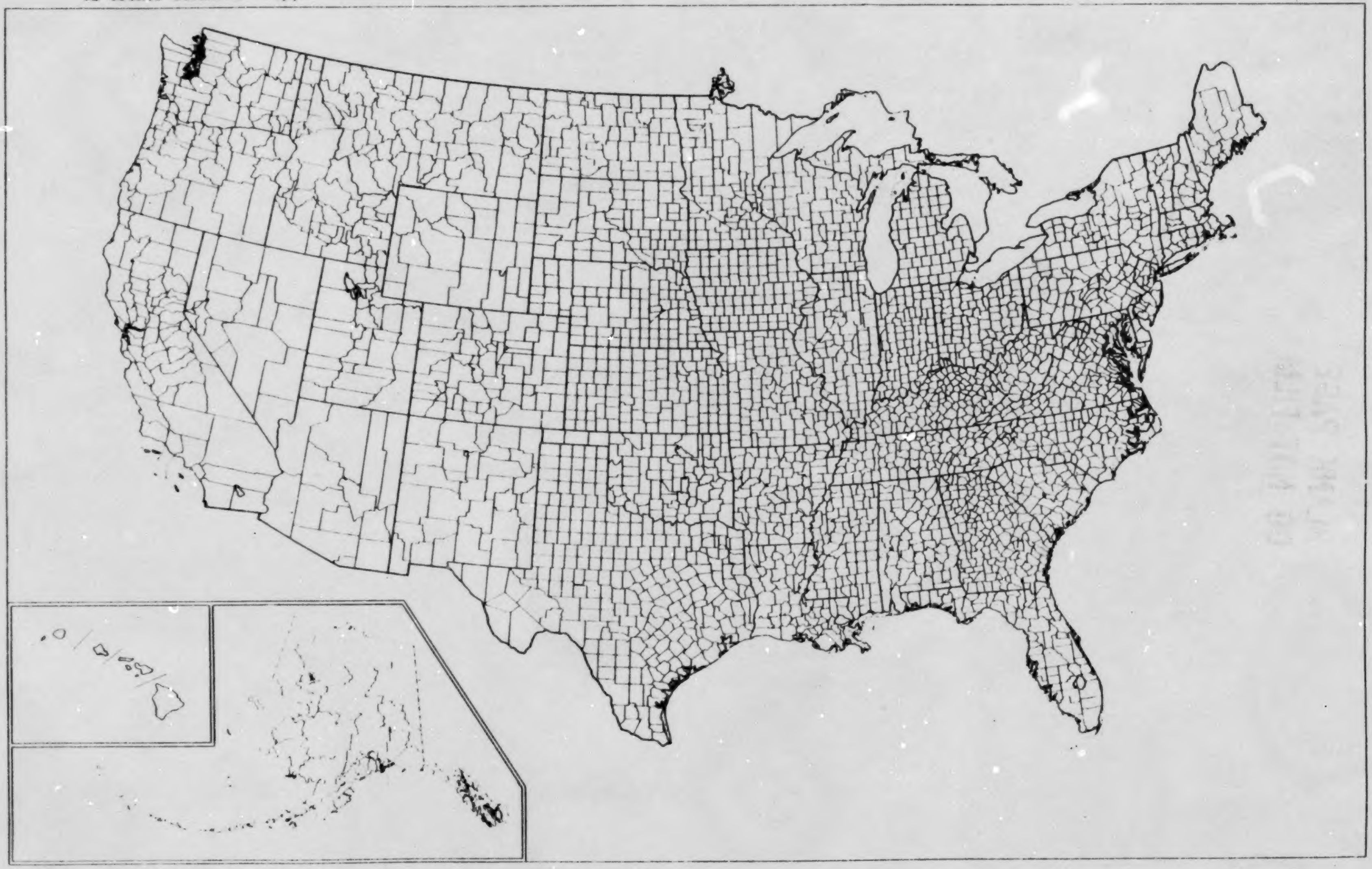
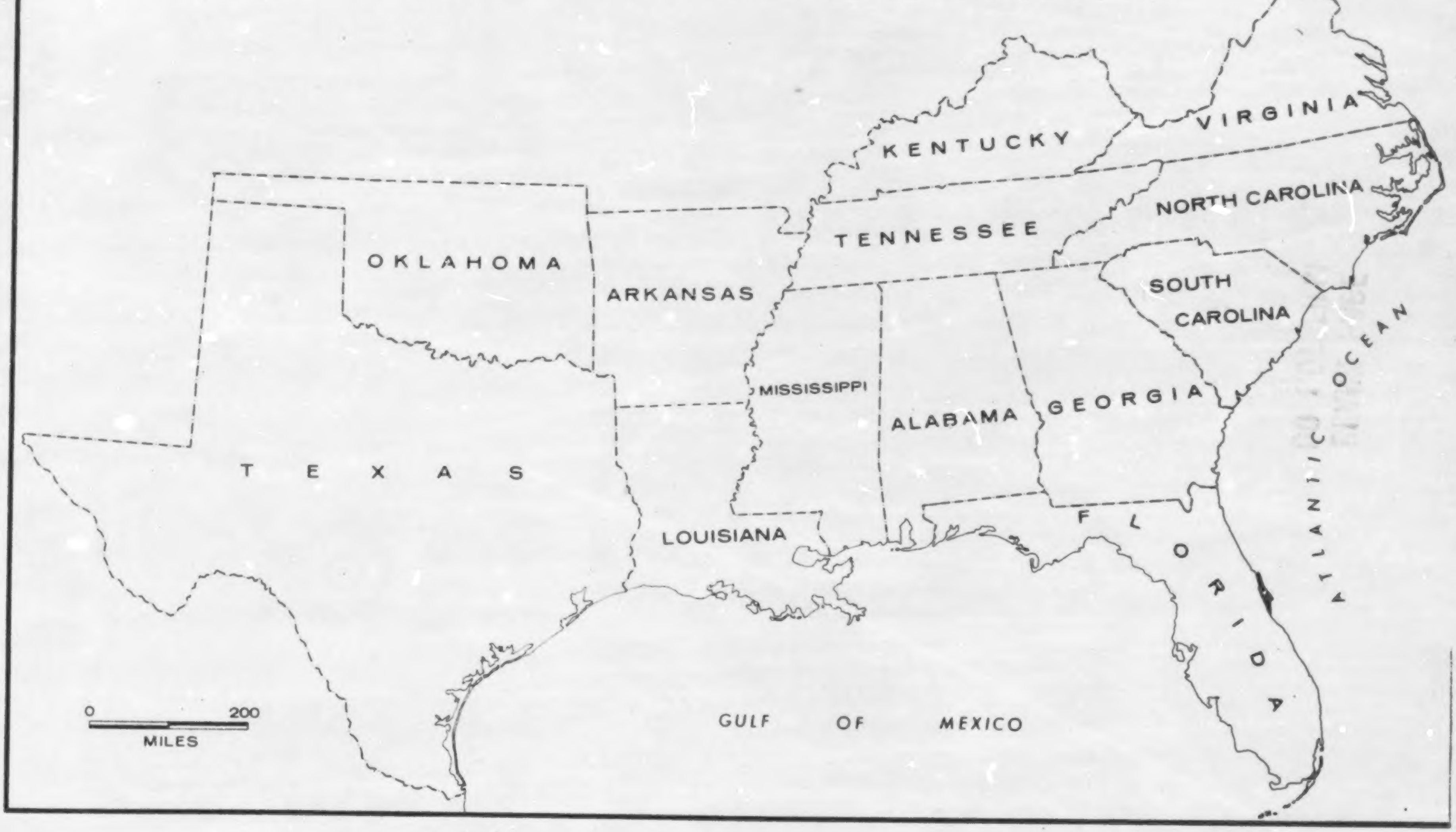
US COUNTY OUTLINES - 1970



# THE SOUTHERN UNITED STATES


KENTUCKY
VIRGINIA
NORTH CAROLINA
TENNESSEE
OKLAHOMA
ARKANSAS
SOUTH CAROLINA
MISSISSIPPI
ALABAMA
GEORGIA
TEXAS
LOUISIANA
FLORIDA
ATLANTIC OCEAN
GULF OF MEXICO
0
200
MILES

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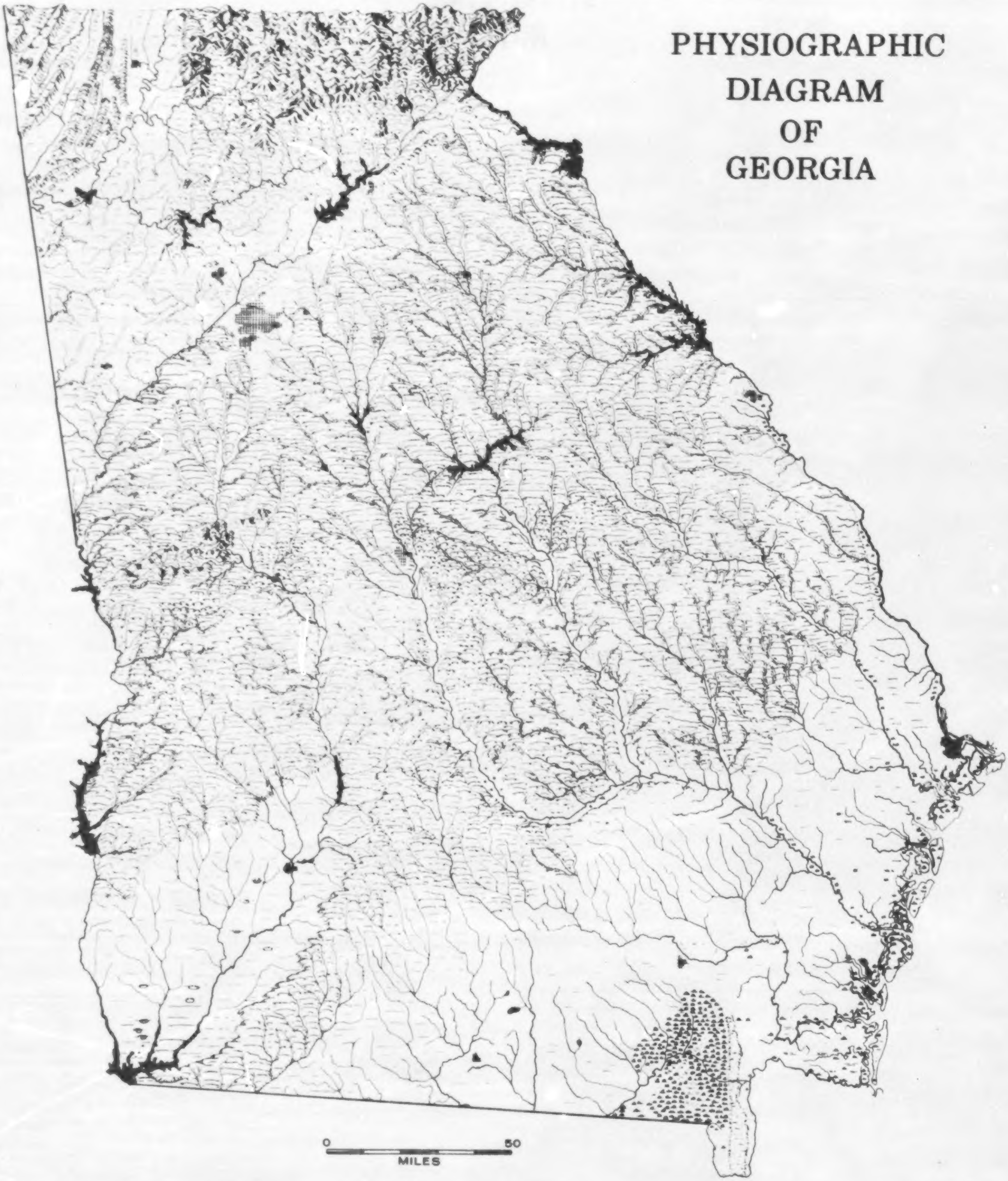
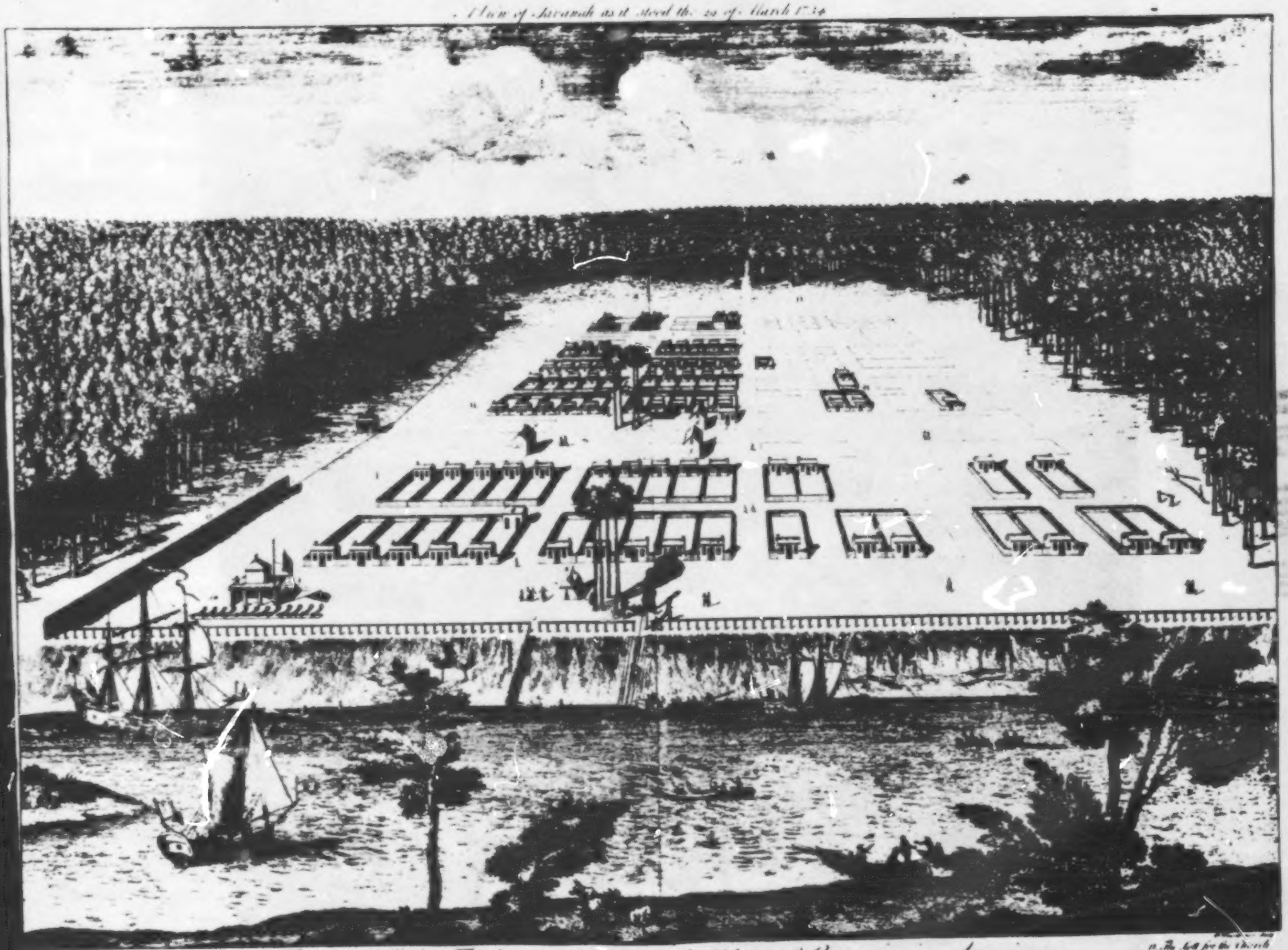

PHYSIOGRAPHIC DIAGRAM OF GEORGIA
0
50
MILES

BEST COPY AVAILABLE

## GEORGIA

Cartographic Services Laboratory, University of Georgia

A View of Savanah as it stood the 29 of March 1734



1 The Houses going up
2 Mr Oglethorpe's Tent
3 The Crane & Bell
4 The Tabernacle & Court House
5 The publick Mill
6 The House for Strangers
7 The publick Oven
8 The Draw Well

*To the Hon.ble the Trustees for establishing the Colony of Georgia in America*
*This View of the Town of Savanah is humbly dedicated by their Honours*
*Obliged and most Obedient Servant*
*Peter Gordon*

Vüe de Savanah dans la Georgie

9 The Lott for the Church
10 The publick Stores
11 The Fort
12 The Parsonage House
13 The Pallisadoes
14 The Guard House and Battery of Cannon
15 Hutchinson's Island

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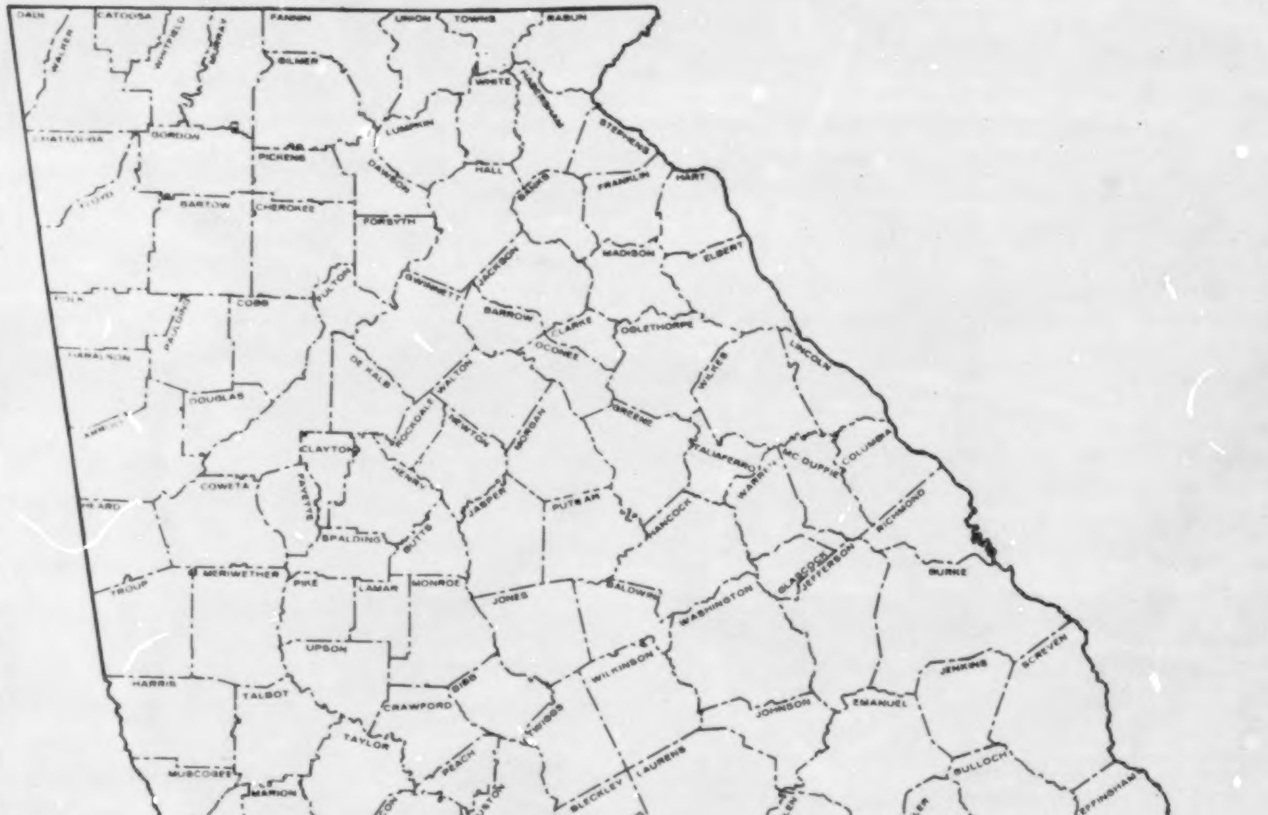
DADE
CATOOSA
WALKER
WHITFIELD
MURRAY
FANNIN
UNION
TOWNS
RABUN
GILMER
WHITE
HABERSHAM
LUMPKIN
STEPHENS
CHATTOOGA
GORDON
PICKENS
DAWSON
HALL
BANKS
FRANKLIN
HART
FLOYD
BARTOW
CHEROKEE
FORSYTH
JACKSON
MADISON
ELBERT
POLK
PAULDING
COBB
FULTON
GWINNETT
BARROW
CLARKE
OGLETHORPE
HARALSON
DOUGLAS
DE KALB
WALTON
OCONEE
WILKES
LINCOLN
CARROLL
ROCKDALE
NEWTON
MORGAN
GREENE
CLAYTON
HENRY
TALIAFERRO
WARREN
MC DUFFIE
COLUMBIA
COWETA
FAYETTE
JASPER
PUTNAM
HANCOCK
RICHMOND
HEARD
SPALDING
BUTTS
GLASCOCK
JEFFERSON
TROUP
MERIWETHER
PIKE
LAMAR
MONROE
JONES
BALDWIN
WASHINGTON
BURKE
UPSON
WILKINSON
JENKINS
SCREVEN
HARRIS
TALBOT
CRAWFORD
BIBB
TWIGGS
JOHNSON
EMANUEL
TAYLOR
PEACH
LAURENS
BULLOCH
EFFINGHAM
MUSCOGEE
MARION
MACON
HOUSTON
BLECKLEY
TREUTLEN
CANDLER
CHATTAHOOCHEE
SCHLEY
PULASKI
DODGE
TOOMBS
EVANS
DOOLY
WHEELER
MONTGOMERY
TATTNALL
BRYAN
CHATHAM
STEWART
WEBSTER
SUMTER
WILCOX
CRISP
TELFAIR
LIBERTY
QUITMAN
RANDOLPH
TERRELL
LEE
JEFF DAVIS
APPLING
LONG
CLAY
WORTH
TURNER
BEN HILL
WAYNE
IRWIN
COFFEE
BACON
MC INTOSH
CALHOUN
DOUGHERTY
TIFT
EARLY
BAKER
BERRIEN
WARE
PIERCE
GLYNN
ATKINSON
MITCHELL
COLQUITT
BRANTLEY
MILLER
COOK
CLINCH
CAMDEN
LANIER
SEMINOLE
DECATUR
GRADY
THOMAS
BROOKS
LOWNDES
CHARLTON
ECHOLS
MILES

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA

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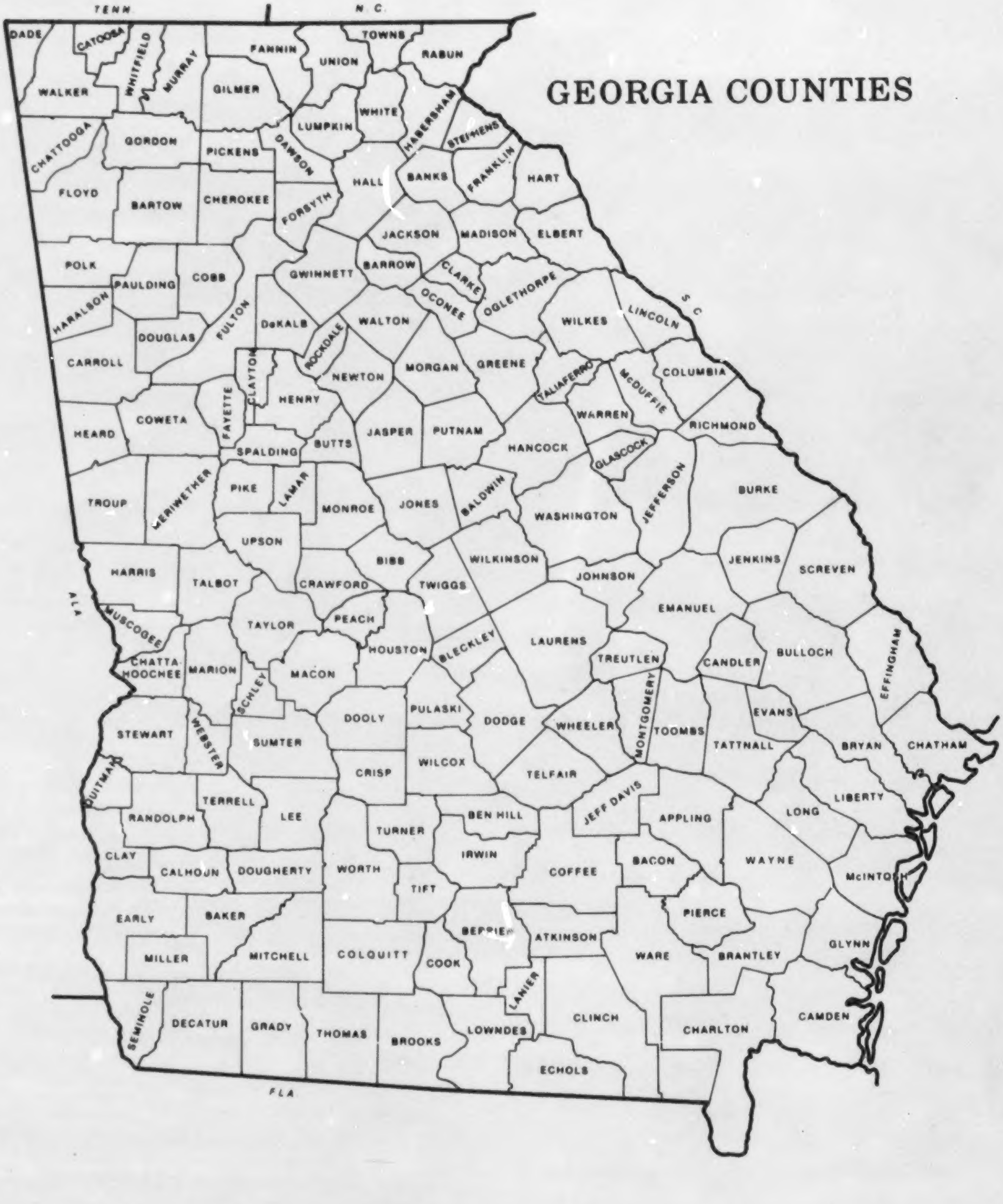

GEORGIA COUNTIES

TENN
N.C.
S.C.
ALA
FLA
DADE
CATOOSA
WHITFIELD
MURRAY
FANNIN
UNION
TOWNS
RABUN
WALKER
GILMER
WHITE
LUMPKIN
HABERSHAM
STEPHENS
CHATTOOGA
GORDON
PICKENS
DAWSON
HALL
BANKS
FRANKLIN
HART
FLOYD
BARTOW
CHEROKEE
FORSYTH
JACKSON
MADISON
ELBERT
POLK
PAULDING
COBB
GWINNETT
BARROW
CLARKE
OCONEE
OGLETHORPE
WILKES
LINCOLN
HARALSON
DOUGLAS
FULTON
DeKALB
ROCKDALE
WALTON
CARROLL
CLAYTON
NEWTON
MORGAN
GREENE
TALIAFERRO
McDUFFIE
COLUMBIA
FAYETTE
HENRY
WARREN
RICHMOND
HEARD
COWETA
SPALDING
BUTTS
JASPER
PUTNAM
HANCOCK
GLASCOCK
TROUP
MERIWETHER
PIKE
LAMAR
MONROE
JONES
BALDWIN
WASHINGTON
JEFFERSON
BURKE
UPSON
BIBB
WILKINSON
JENKINS
SCREVEN
HARRIS
TALBOT
CRAWFORD
TWIGGS
JOHNSON
MUSCOGEE
TAYLOR
PEACH
EMANUEL
CHATTAHOOCHEE
MARION
HOUSTON
BLECKLEY
LAURENS
TREUTLEN
CANDLER
BULLOCH
EFFINGHAM
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DODGE
WHEELER
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TOOMBS
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SUMTER
TATTNALL
BRYAN
CHATHAM
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TELFAIR
TERRELL
LEE
JEFF DAVIS
LIBERTY
RANDOLPH
TURNER
BEN HILL
APPLING
LONG
CLAY
CALHOUN
DOUGHERTY
WORTH
IRWIN
COFFEE
BACON
WAYNE
McINTOSH
EARLY
BAKER
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BERRIEN
ATKINSON
PIERCE
MILLER
MITCHELL
COLQUITT
COOK
WARE
BRANTLEY
GLYNN
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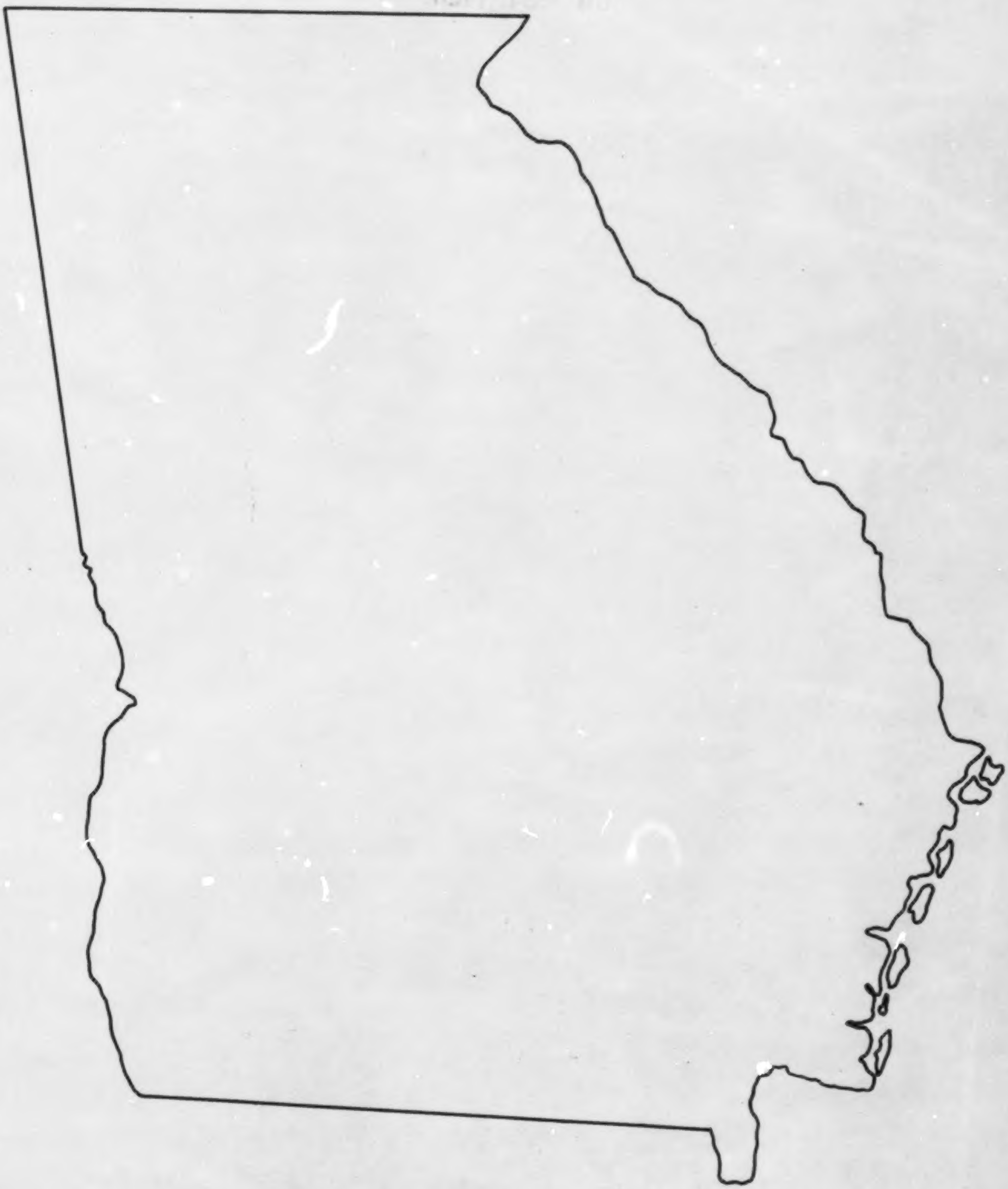
SEMINOLE
DECATUR
GRADY
THOMAS
BROOKS
LOWNDES
CLINCH
CHARLTON
CAMDEN
ECHOLS



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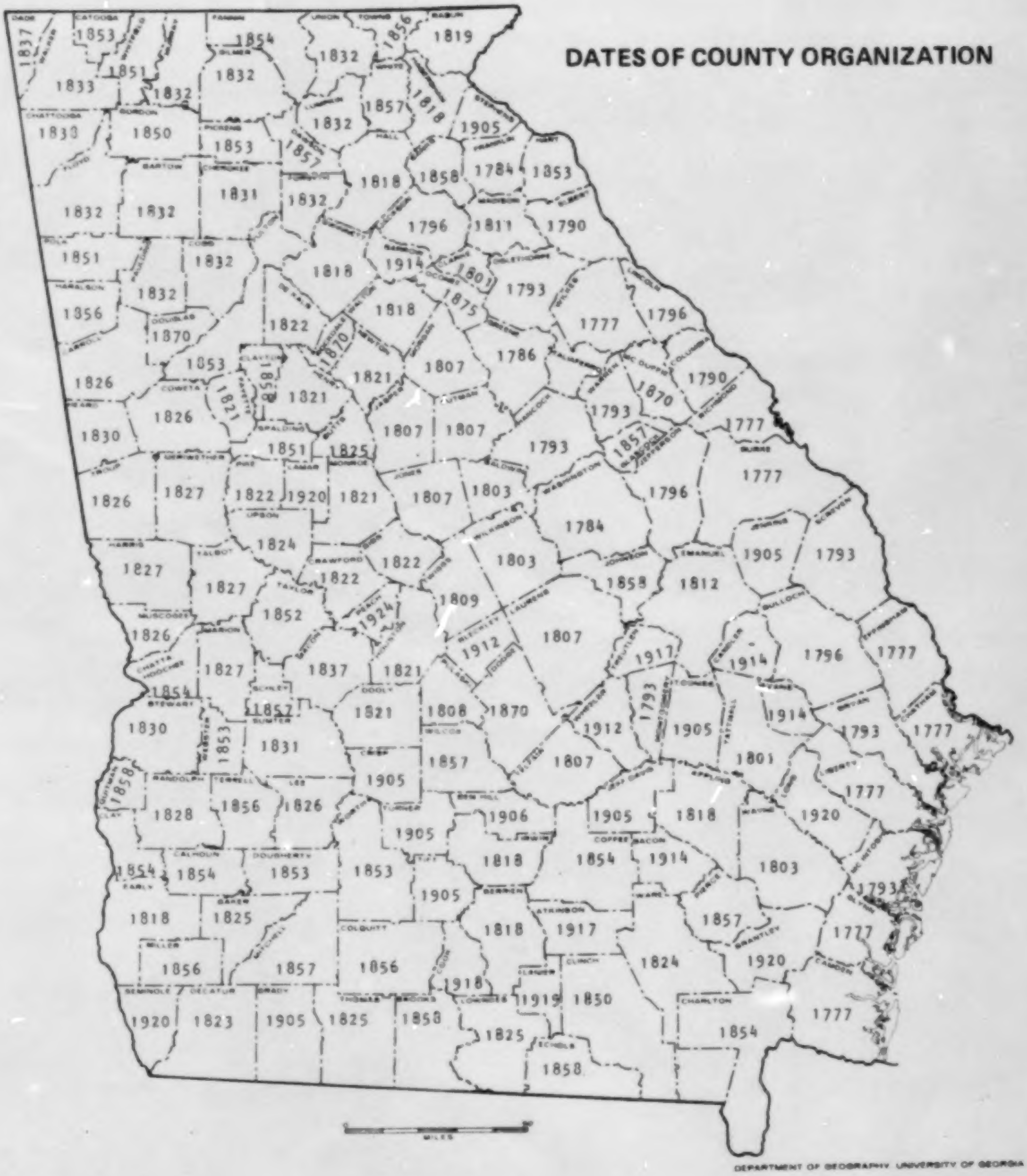
## DATES OF COUNTY ORGANIZATION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1858
MILES

DEPARTMENT OF GEOGRAPHY UNIVERSITY OF GEORGIA

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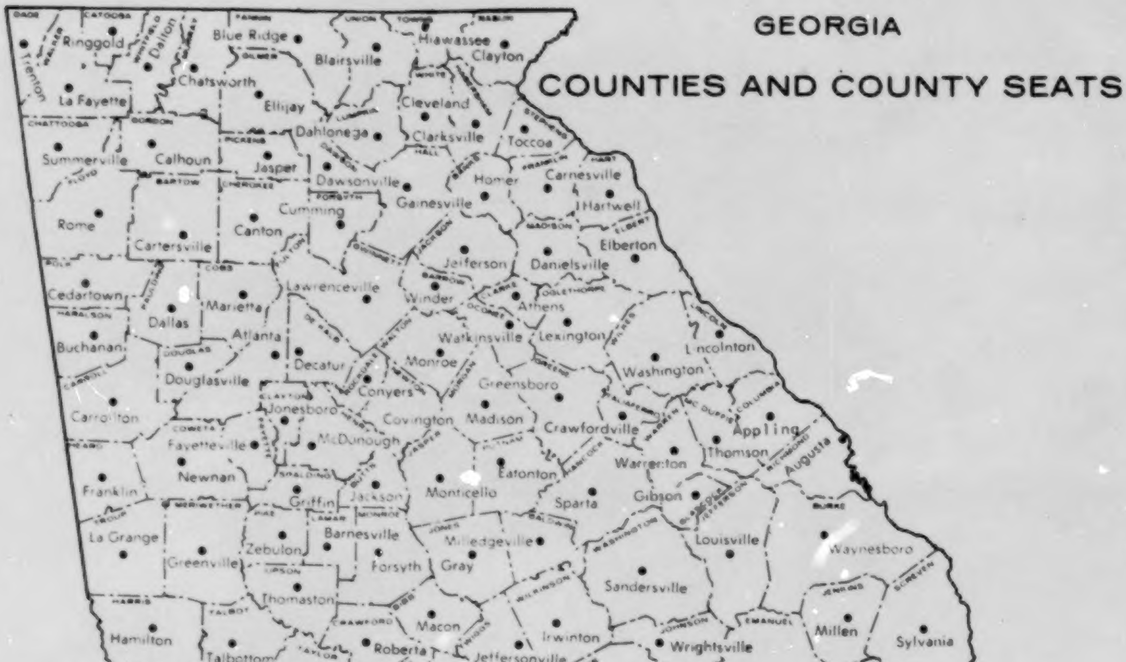

## GEORGIA

## COUNTIES AND COUNTY SEATS

Trenton
Ringgold
Dalton
Blue Ridge
Blairsville
Hiawassee
Clayton
Chatsworth
La Fayette
Ellijay
Cleveland
Dahlonega
Clarksville
Toccoa
Summerville
Calhoun
Jasper
Dawsonville
Homer
Carnesville
Gainesville
Hartwell
Cumming
Rome
Canton
Cartersville
Jefferson
Danielsville
Elberton
Lawrenceville
Cedartown
Marietta
Winder
Athens
Dallas
Atlanta
Watkinsville
Lexington
Buchanan
Decatur
Monroe
Lincolnton
Washington
Douglasville
Greensboro
Conyers
Jonesboro
Carrollton
Covington
Madison
Crawfordville
Appling
Thomson
Fayetteville
McDonough
Warrenton
Augusta
Eatonton
Newnan
Franklin
Griffin
Jackson
Monticello
Sparta
Gibson
La Grange
Barnesville
Milledgeville
Louisville
Waynesboro
Zebulon
Greenville
Forsyth
Gray
Sandersville
Thomaston
Macon
Millen
Sylvania
Hamilton
Irwinton
Wrightsville
Talbotton
Roberta
Jeffersonville
Fort Valley
Butler
Dublin
Swainsboro
Columbus
Cochran
Soperton
Metter
Statesboro
Perry
Buena Vista
Oglethorpe
Springfield
Cusseta
Mount Vernon
Hawkinsville
Ellaville
Eastman
Lyons
Vienna
Alamo
Claxton
Lumpkin
Preston
Americus
Pembroke
Savannah
McRae
Reidsville
Georgetown
Cordele
Abbeville
Dawson
Hinesville
Hazlehurst
Cuthbert
Fort Gaines
Fitzgerald
Baxley
Leesburg
Ashburn
Ludowici
Jesup
Morgan
Albany
Sylvester
Ocilla
Douglas
Alma
Darien
Tifton
Blackshear
Blakely
Newton
Nashville
Pearson
Brunswick
Camilla
Waycross
Nahunta
Colquitt
Moultrie
Adel
Lakeland
Homerville
Donalsonville
Valdosta
Folkston
Woodbine
Bainbridge
Cairo
Thomasville
Quitman
Statenville
MILES

DEPARTMENT OF GEOGRAPHY UNIVERSITY OF GEORGIA

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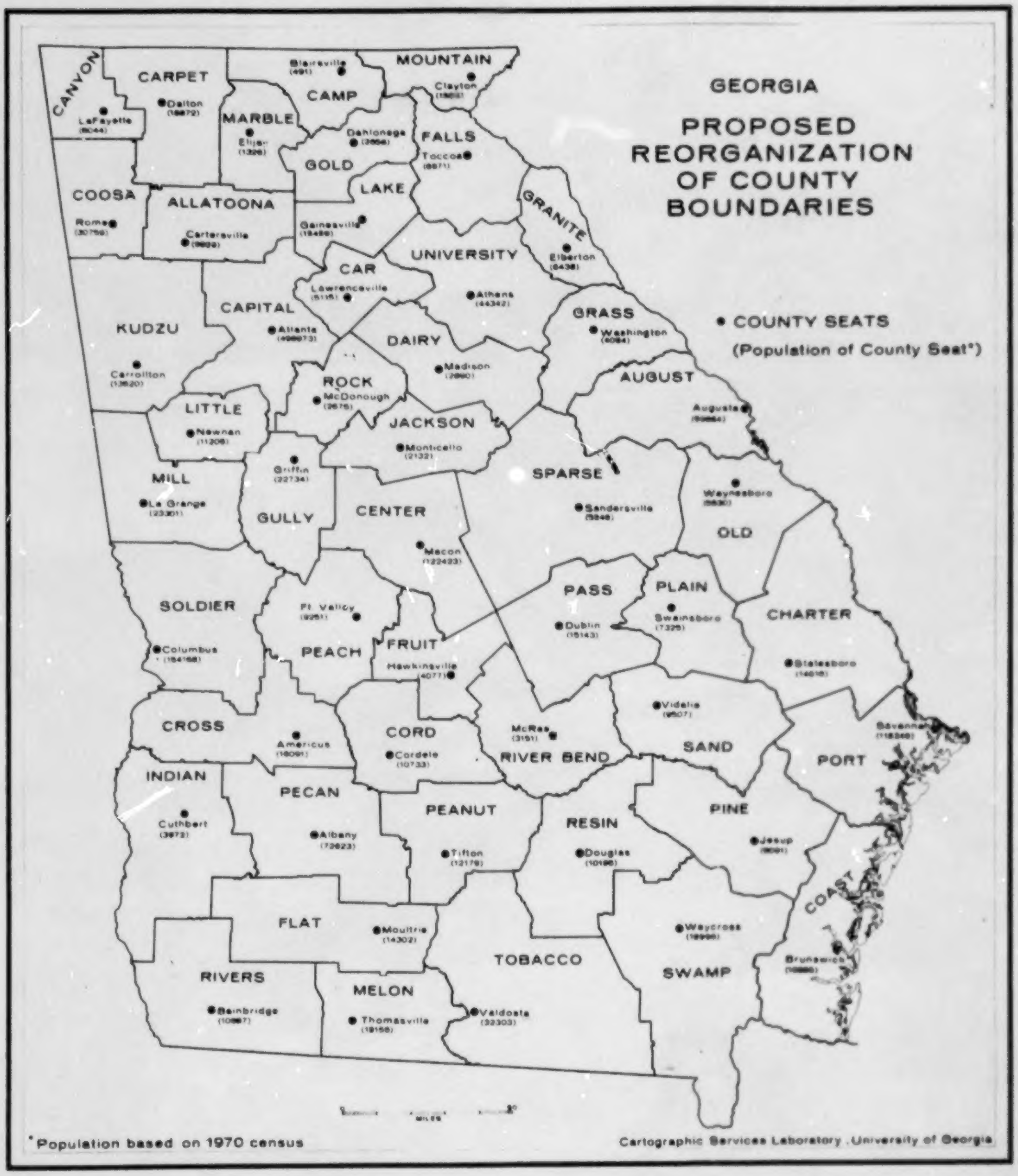

CANYON
LaFayette (6044)
CARPET
Dalton (18872)
Blairsville (491)
CAMP
MOUNTAIN
Clayton
MARBLE
Ellijay (1326)
Dahlonega
FALLS
Toccoa (6871)
GOLD
LAKE
COOSA
Rome (30759)
ALLATOONA
Cartersville
Gainesville
GRANITE
Elberton (6438)
UNIVERSITY
Athens (44342)
CAR
Lawrenceville (5115)
CAPITAL
Atlanta (496973)
KUDZU
Carrollton (13520)
DAIRY
Madison
GRASS
Washington (4094)
ROCK
McDonough (2675)
AUGUST
Augusta
LITTLE
Newnan (11205)
JACKSON
Monticello (2132)
Griffin (22734)
MILL
La Grange (23301)
GULLY
CENTER
Macon (122423)
SPARSE
Sandersville
Waynesboro
OLD
SOLDIER
Columbus (154168)
Ft. Valley (9251)
PEACH
FRUIT
Hawkinsville (4077)
PASS
Dublin (15143)
PLAIN
Swainsboro (7325)
CHARTER
Statesboro (14616)
CROSS
Americus (16091)
CORD
Cordele (10733)
McRae (3151)
RIVER BEND
Vidalia (9507)
SAND
Savannah
PORT
INDIAN
Cuthbert (3972)
PECAN
Albany (72623)
PEANUT
Tifton (12179)
RESIN
Douglas (10195)
PINE
Jesup
COAST
FLAT
Moultrie (14302)
TOBACCO
Waycross
SWAMP
Brunswick
RIVERS
Bainbridge
MELON
Thomasville (19155)
Valdosta (32303)
MILES

GEORGIA

PROPOSED REORGANIZATION OF COUNTY BOUNDARIES

● COUNTY SEATS

(Population of County Seat*)

*Population based on 1970 census

Cartographic Services Laboratory , University of Georgia

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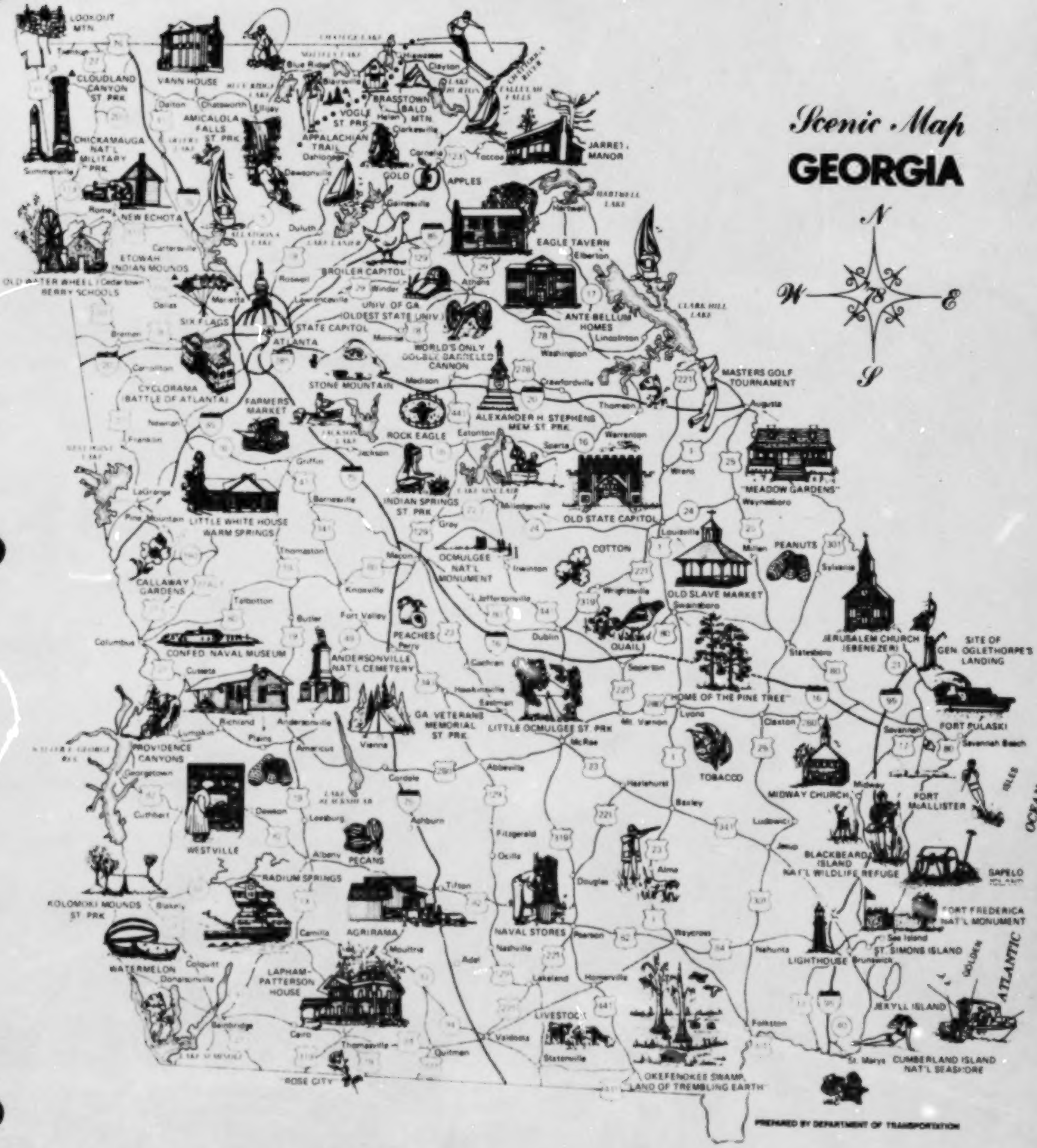
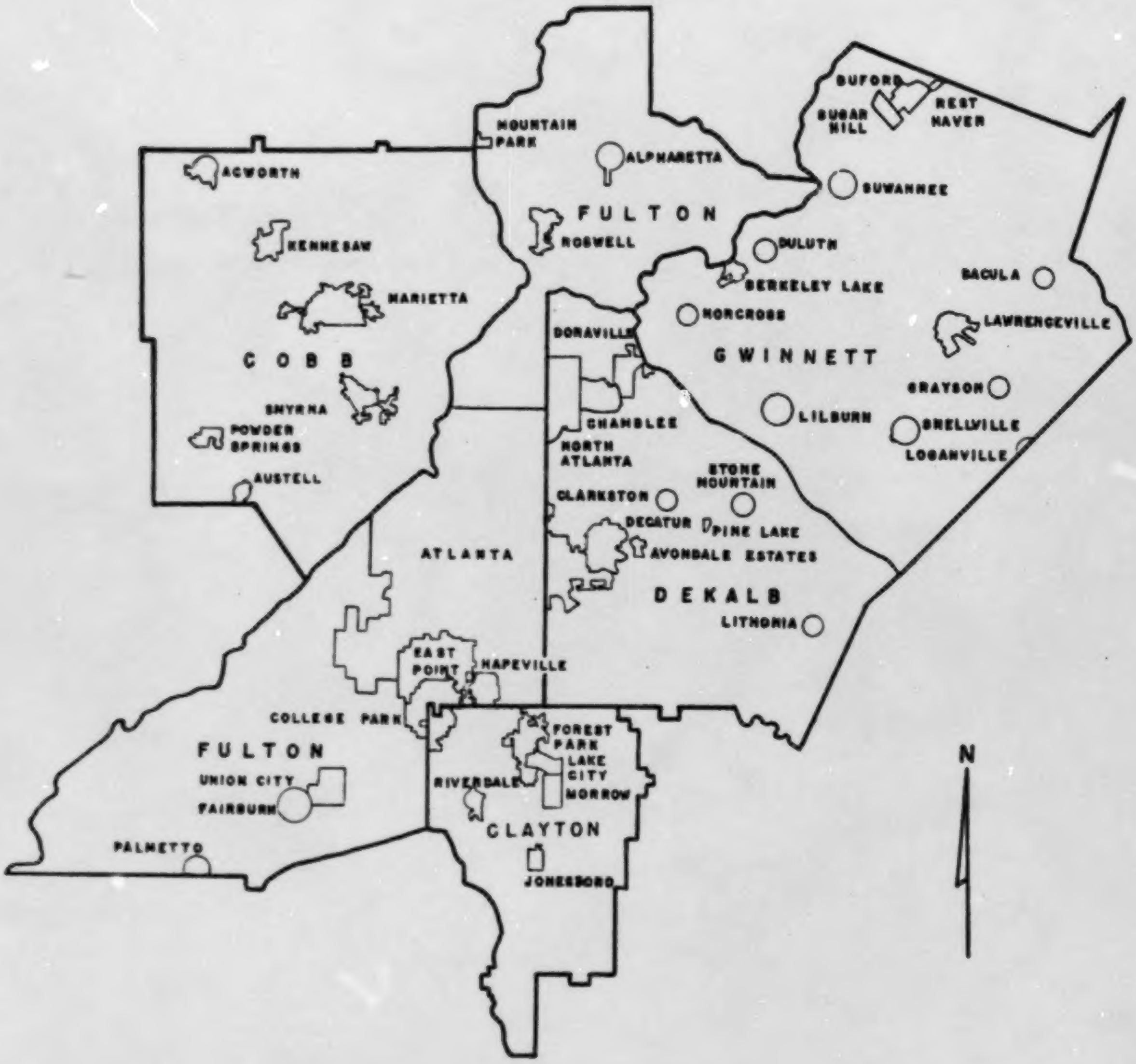

Scenic Map
GEORGIA
N
W
E
S
LOOKOUT MTN
CLOUDLAND CANYON ST. PRK
VANN HOUSE
CHICKAMAUGA NAT'L MILITARY PRK
AMICALOLA FALLS ST. PRK
BLUE RIDGE LAKE
BRASSTOWN BALD MTN
VOGLE ST PRK
APPALACHIAN TRAIL
JARRETT MANOR
GOLD
APPLES
HARTWELL LAKE
NEW ECHOTA
ETOWAH INDIAN MOUNDS
OLD WATER WHEEL (Cedartown) BERRY SCHOOLS
SIX FLAGS
STATE CAPITOL
ATLANTA
BROILER CAPITOL
UNIV. OF GA (OLDEST STATE UNIV.)
EAGLE TAVERN
ANTE BELLUM HOMES
CLARK HILL LAKE
WORLD'S ONLY DOUBLE BARRELLED CANNON
STONE MOUNTAIN
MASTERS GOLF TOURNAMENT
CYCLORAMA (BATTLE OF ATLANTA)
FARMERS MARKET
ROCK EAGLE
ALEXANDER H. STEPHENS MEM. ST. PRK
"MEADOW GARDENS"
INDIAN SPRINGS ST. PRK
LAKE SINCLAIR
OLD STATE CAPITOL
LITTLE WHITE HOUSE WARM SPRINGS
OCMULGEE NAT'L MONUMENT
COTTON
PEANUTS
CALLAWAY GARDENS
OLD SLAVE MARKET
PEACHES
QUAIL
JERUSALEM CHURCH (EBENEZER)
SITE OF GEN. OGLETHORPE'S LANDING
CONFED. NAVAL MUSEUM
ANDERSONVILLE NAT'L CEMETERY
"HOME OF THE PINE TREE"
FORT PULASKI
GA. VETERANS MEMORIAL ST. PRK
LITTLE OCMULGEE ST. PRK
PROVIDENCE CANYONS
TOBACCO
MIDWAY CHURCH
FORT McALLISTER
WESTVILLE
PECANS
RADIUM SPRINGS
BLACKBEARD ISLAND NAT'L WILDLIFE REFUGE
SAPELO ISLAND
KOLOMOKI MOUNDS ST. PRK
AGRIRAMA
NAVAL STORES
FORT FREDERICA NAT'L MONUMENT
ST. SIMONS ISLAND
LIGHTHOUSE
WATERMELON
LAPHAM-PATTERSON HOUSE
LIVESTOCK
JEKYLL ISLAND
ROSE CITY
OKEFENOKEE SWAMP "LAND OF TREMBLING EARTH"
CUMBERLAND ISLAND NAT'L SEASHORE
GOLDEN ISLES
ATLANTIC OCEAN
Dalton
Chatsworth
Rome
Cartersville
Marietta
Gainesville
Athens
Elberton
Washington
Augusta
Macon
Milledgeville
Columbus
Albany
Valdosta
Waycross
Savannah
Brunswick
Thomasville
Dublin

PREPARED BY DEPARTMENT OF TRANSPORTATION


MOUNTAIN PARK
ALPHARETTA
FULTON
ROSWELL
BUFORD
SUGAR HILL
REST HAVEN
SUWANNEE
DULUTH
BERKELEY LAKE
DACULA
LAWRENCEVILLE
NORCROSS
GWINNETT
GRAYSON
LILBURN
SNELLVILLE
LOGANVILLE
ACWORTH
KENNESAW
MARIETTA
COBB
SMYRNA
POWDER SPRINGS
AUSTELL
DORAVILLE
CHAMBLEE
NORTH ATLANTA
STONE MOUNTAIN
CLARKSTON
DECATUR
PINE LAKE
AVONDALE ESTATES
DEKALB
LITHONIA
ATLANTA
EAST POINT
HAPEVILLE
COLLEGE PARK
FULTON
UNION CITY
FAIRBURN
PALMETTO
FOREST PARK
LAKE CITY
MORROW
RIVERDALE
CLAYTON
JONESBORO
N

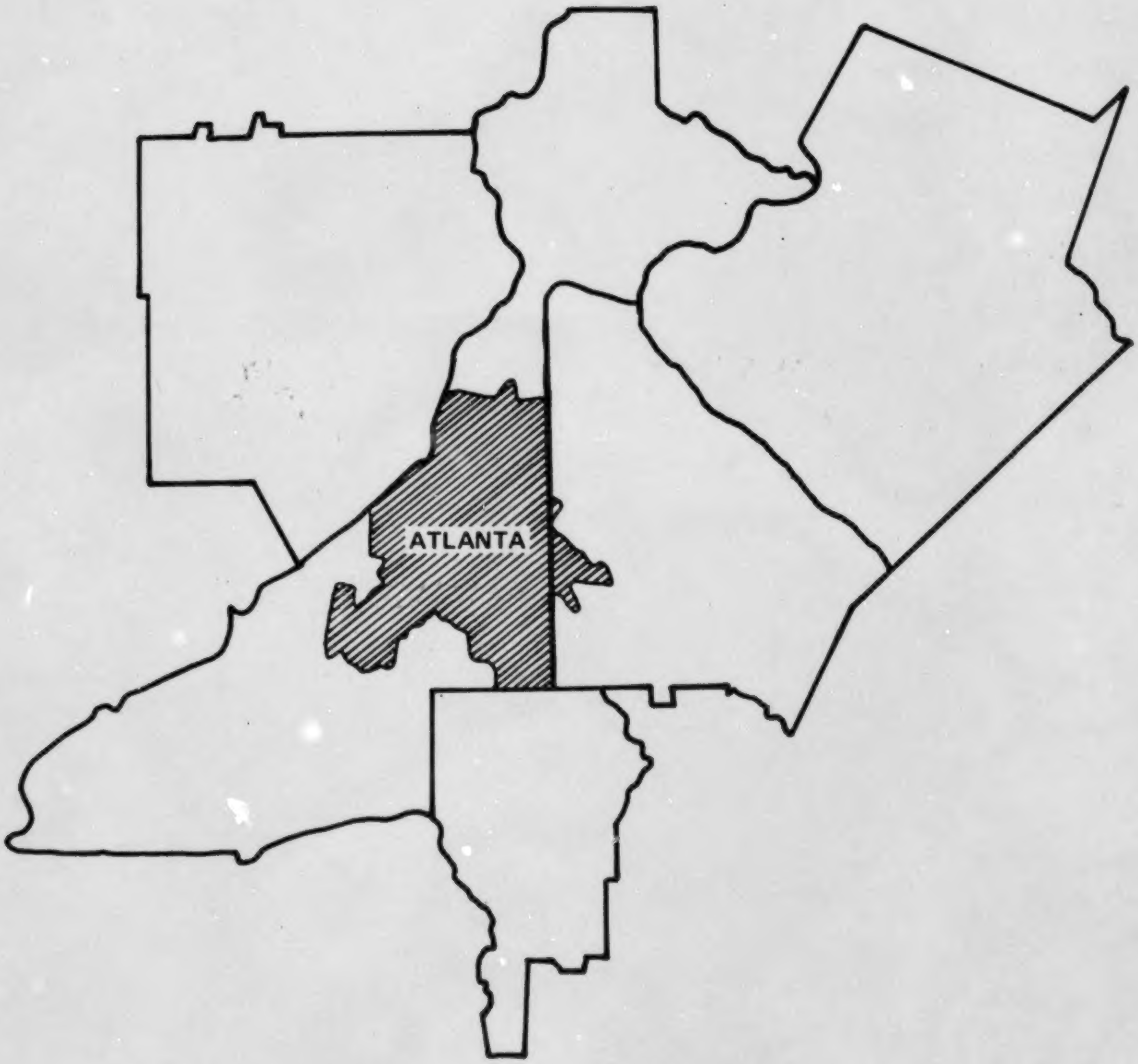
# ATLANTA REGION

# METROPOLITAN PLANNING DISTRICT

## SHOWING MUNICIPAL AND COUNTY BOUNDARIES

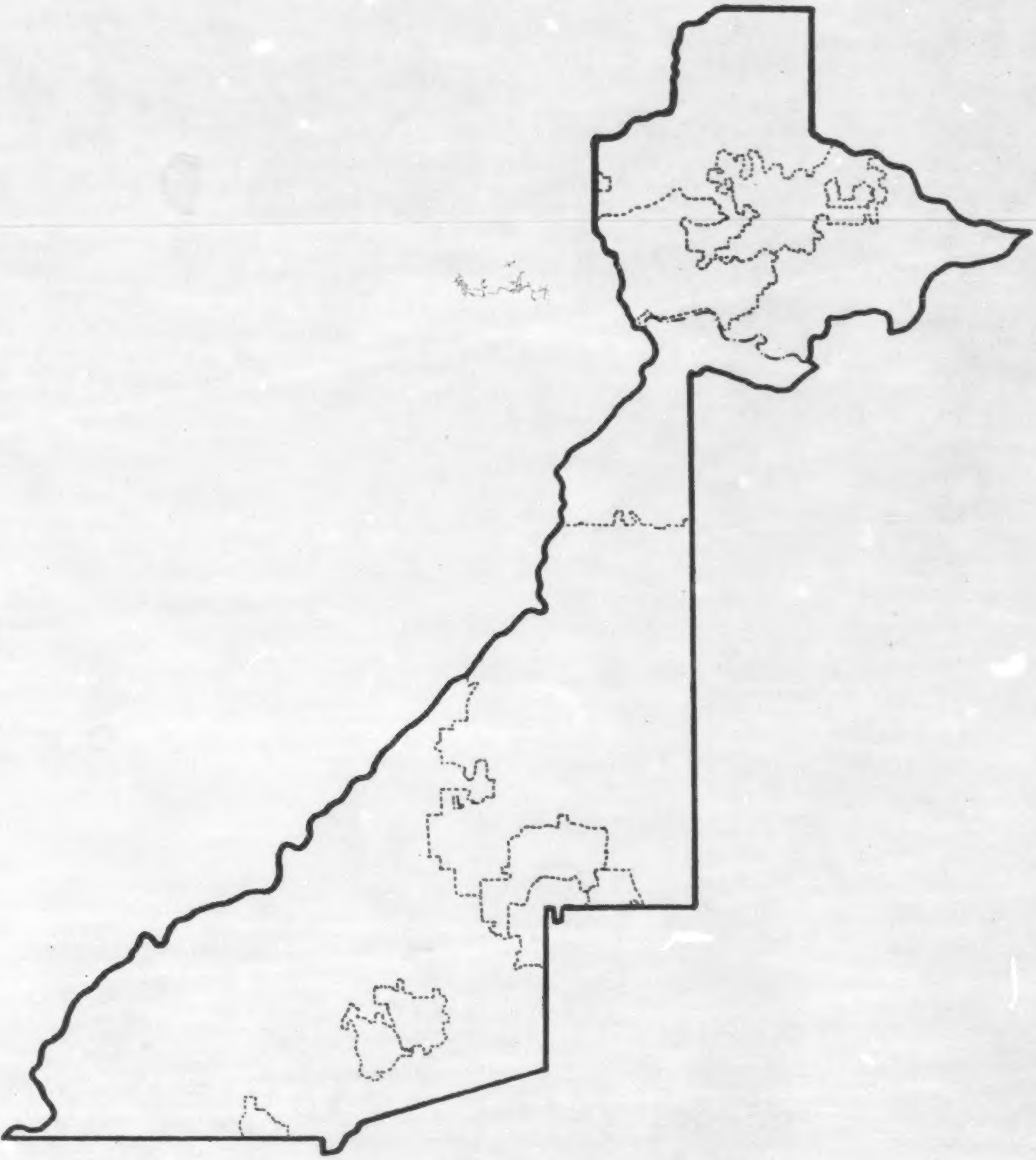
ATLANTA REGION METROPOLITAN PLANNING COMMISSION

## ATLANTA REGIONAL AREA

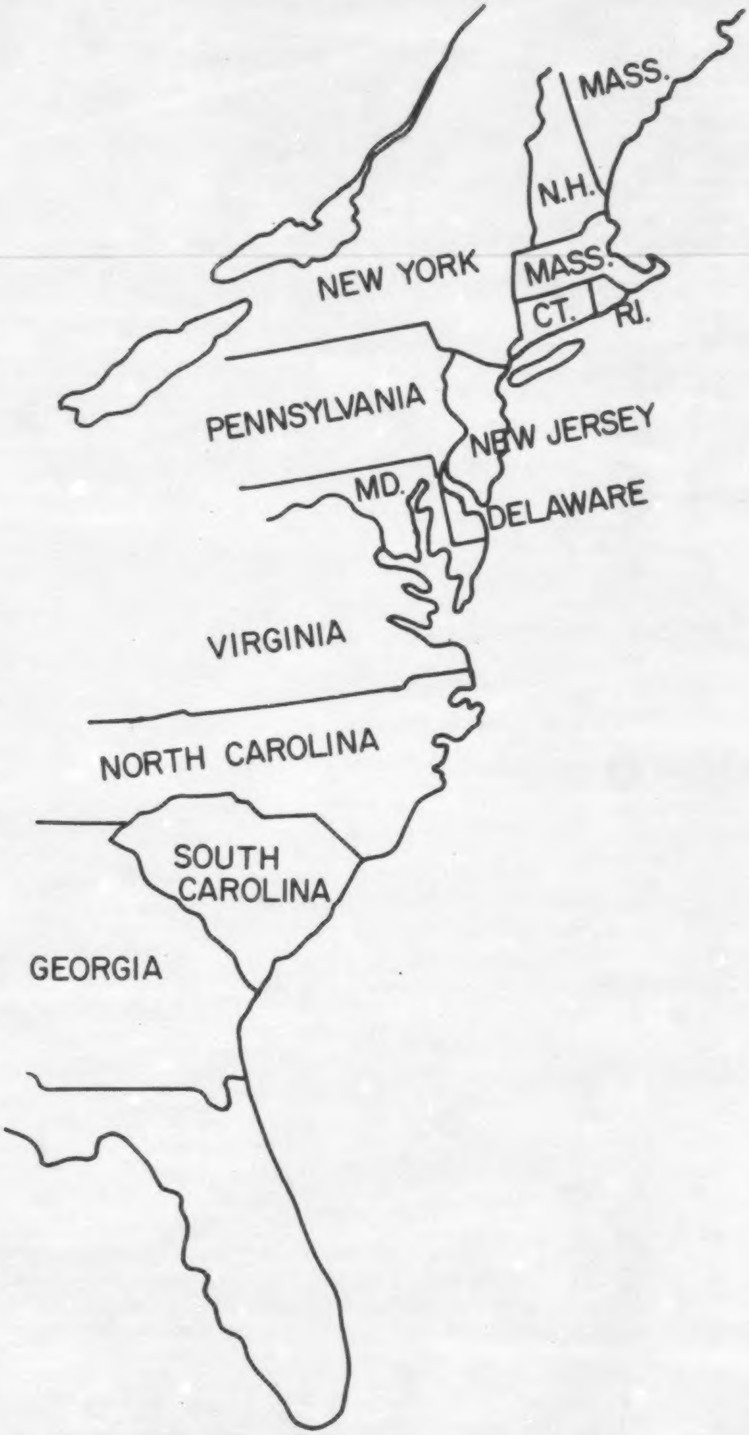


Using the county map of Georgia, label the surrounding counties of Atlanta. The counties are:

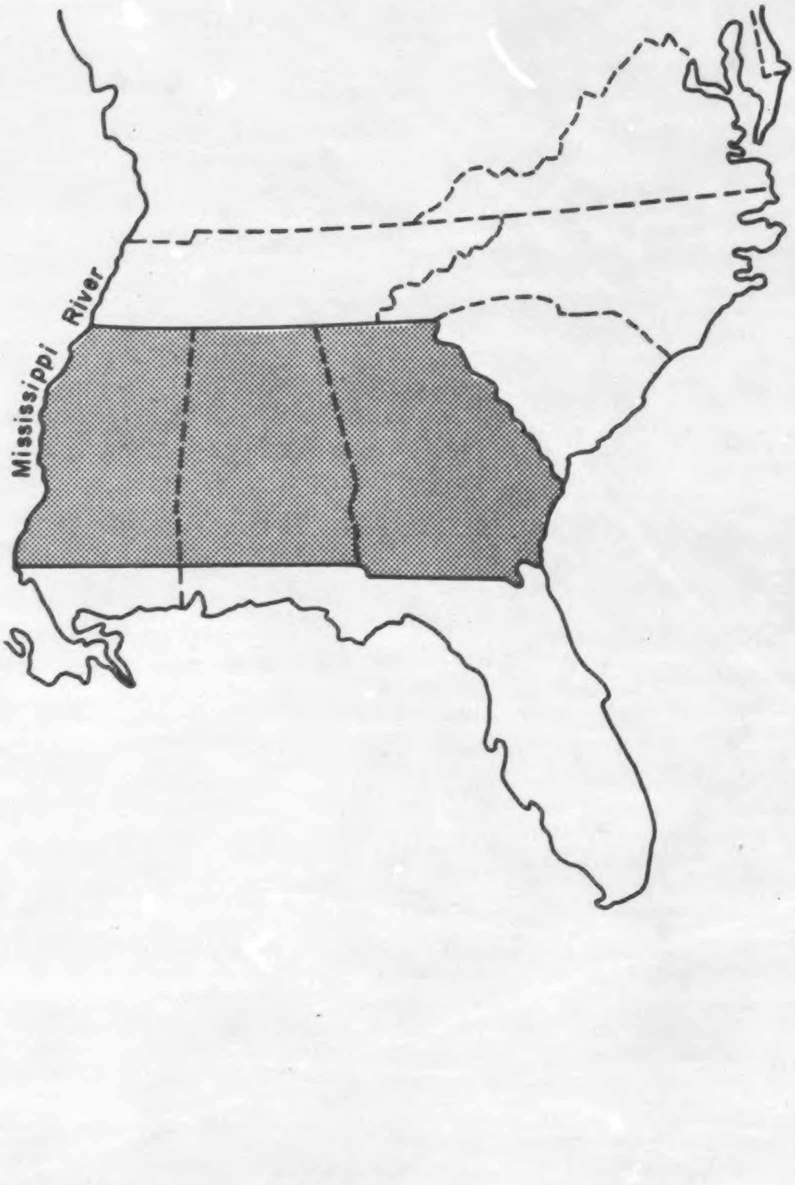
- Clayton
- Cobb
- DeKalb
- Fulton
- Gwinnett

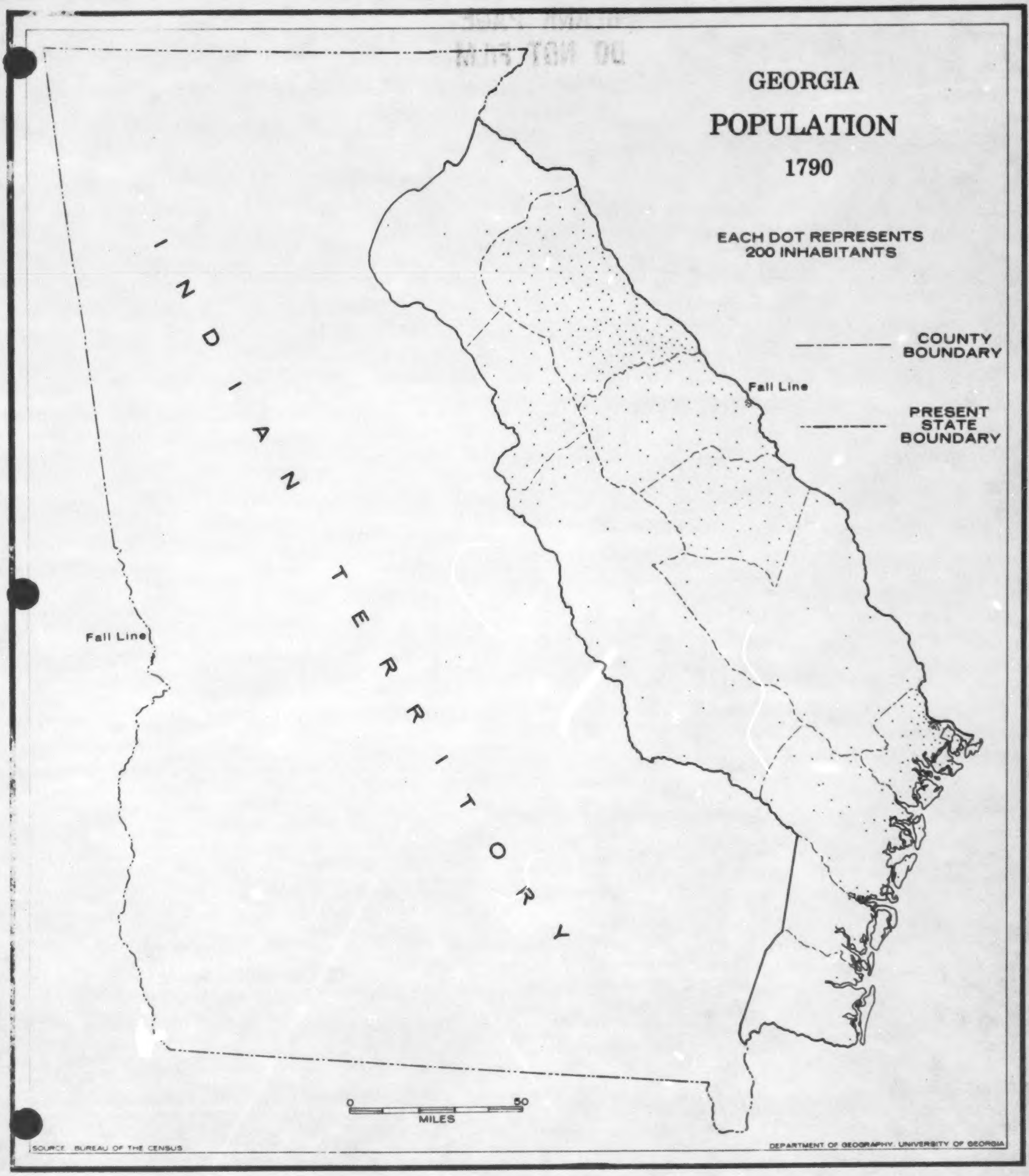


# The Thirteen English Colonies in 1750


MASS.
N.H.
NEW YORK
MASS.
CT.
R.I.
PENNSYLVANIA
NEW JERSEY
MD.
DELAWARE
VIRGINIA
NORTH CAROLINA
SOUTH CAROLINA
GEORGIA

# GEORGIA IN 1764


Mississippi River

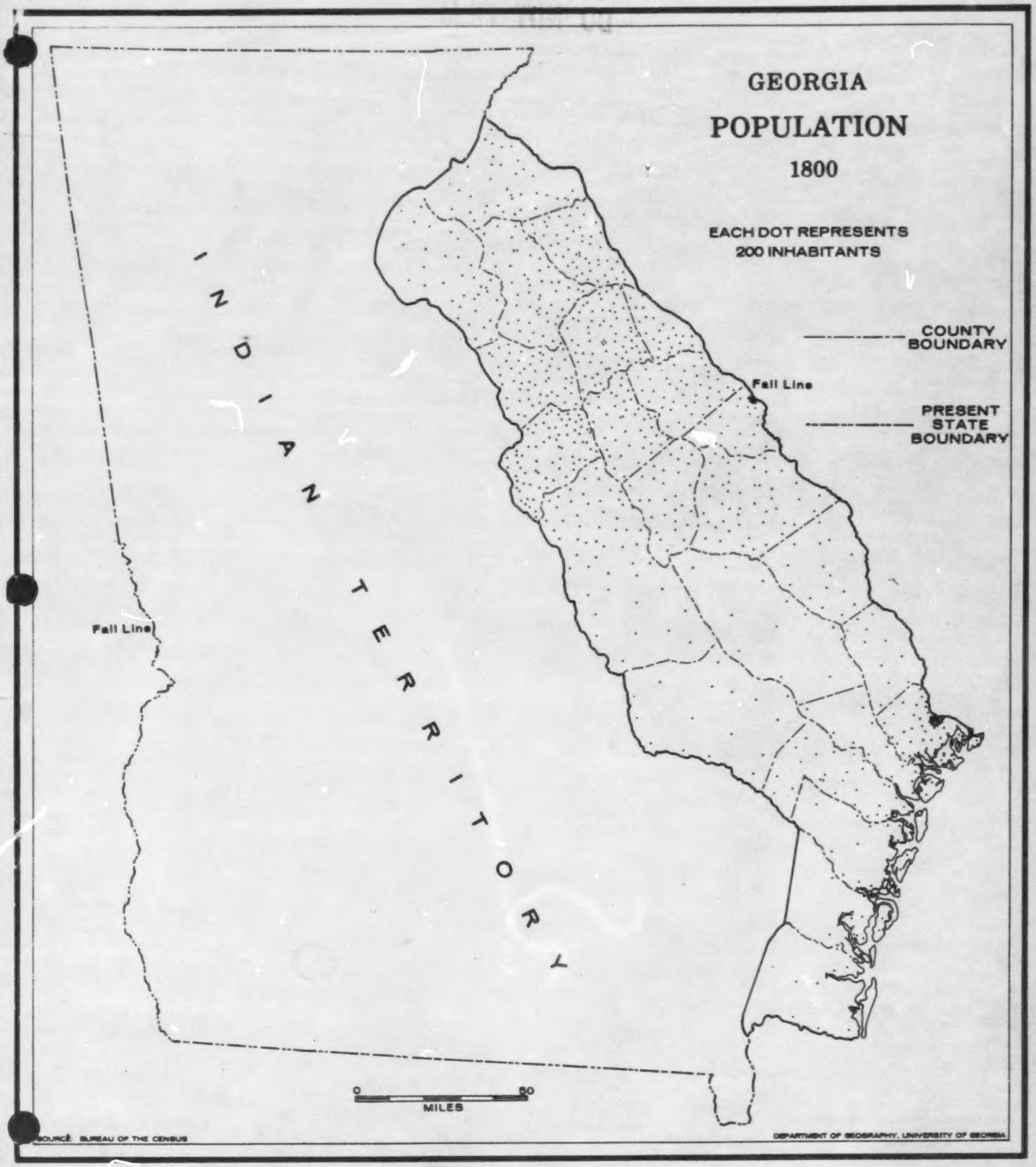


GEORGIA POPULATION 1790

EACH DOT REPRESENTS 200 INHABITANTS
COUNTY BOUNDARY
PRESENT STATE BOUNDARY
INDIAN TERRITORY
Fall Line
Fall Line
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



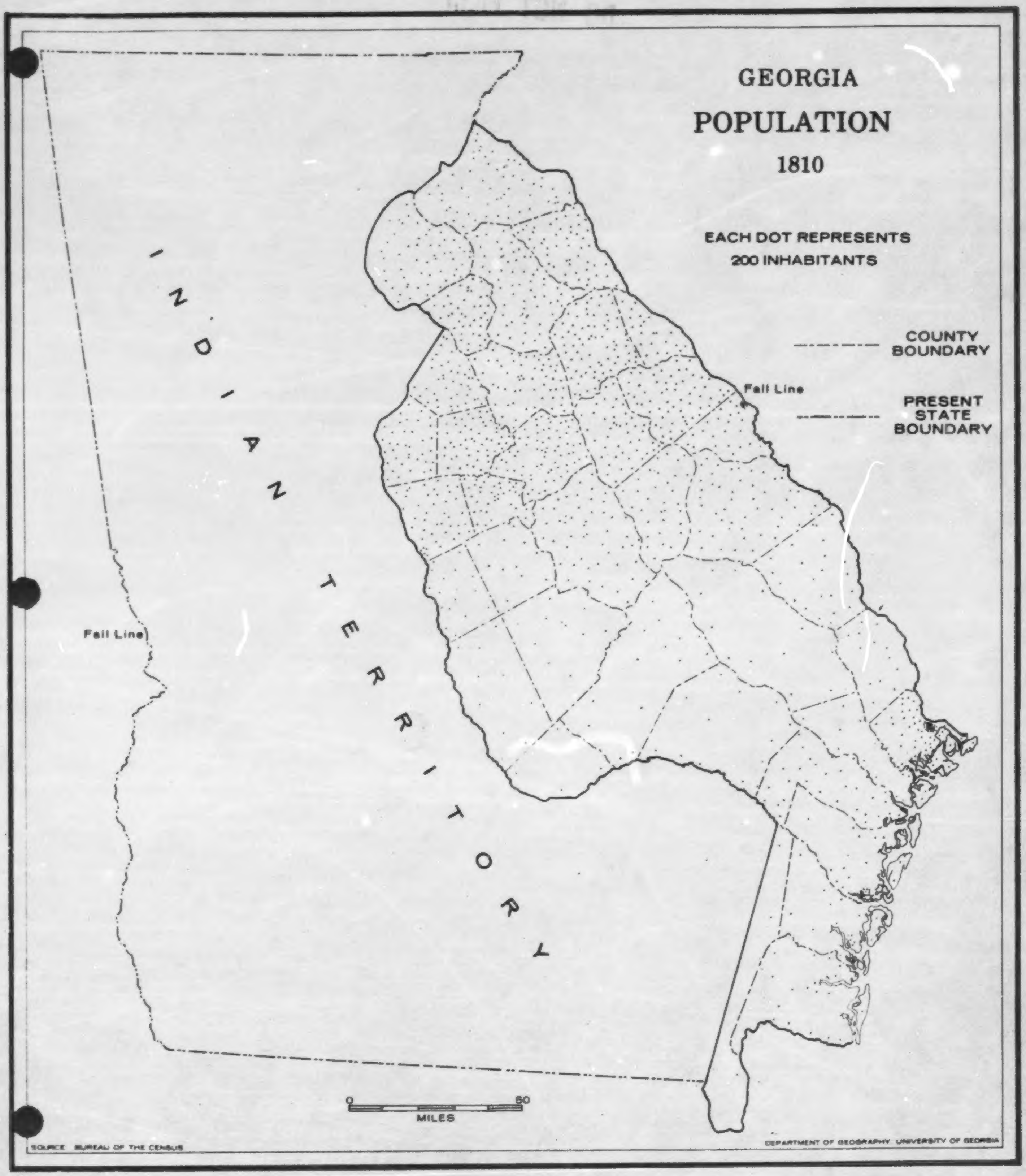
GEORGIA
POPULATION
1800

EACH DOT REPRESENTS 200 INHABITANTS

INDIAN TERRITORY
Fall Line
Fall Line
COUNTY BOUNDARY
PRESENT STATE BOUNDARY
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



GEORGIA

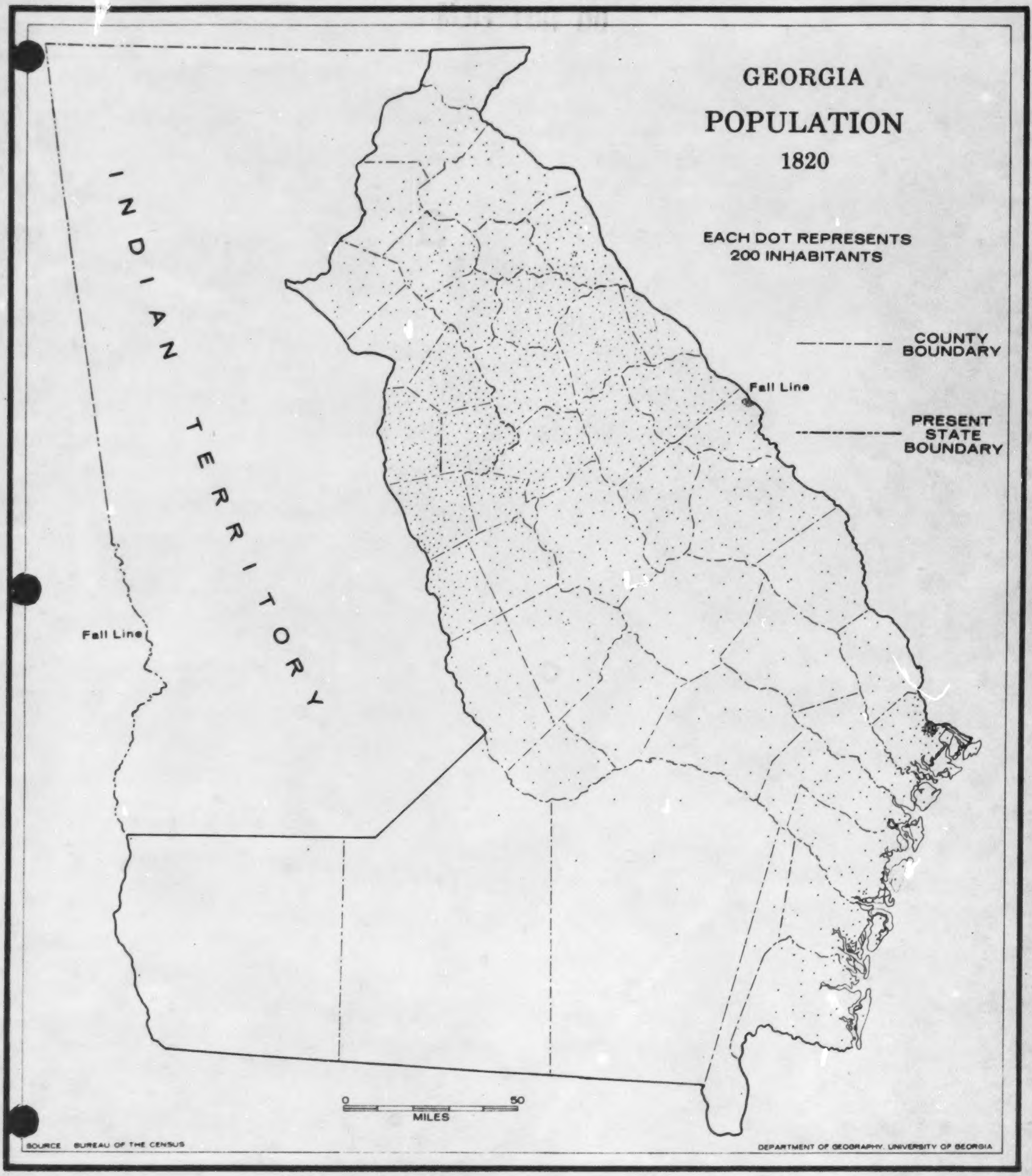
POPULATION

1810

EACH DOT REPRESENTS
200 INHABITANTS
COUNTY BOUNDARY
PRESENT STATE BOUNDARY
INDIAN TERRITORY
Fall Line
Fall Line
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



GEORGIA

POPULATION

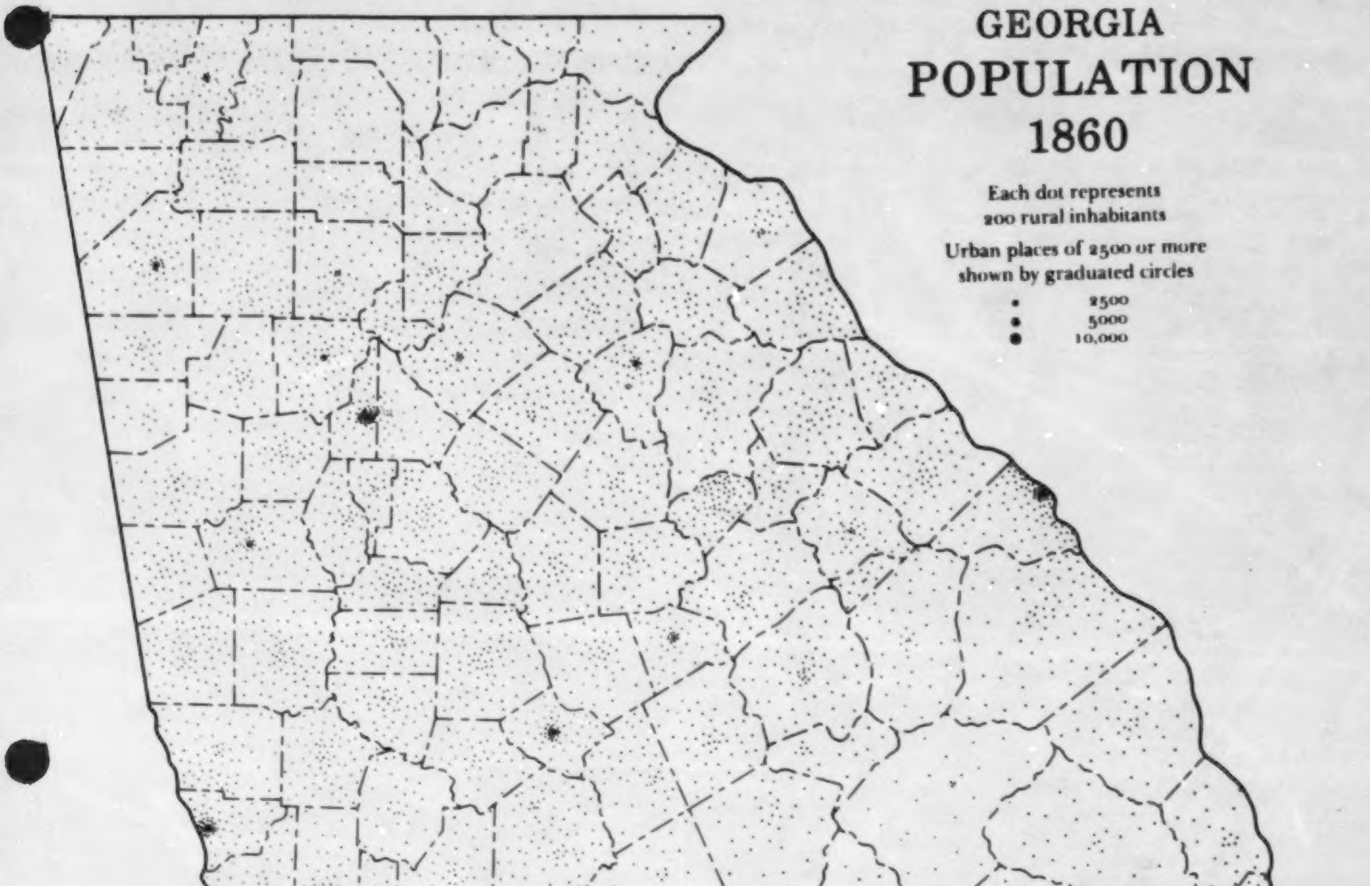
1820

EACH DOT REPRESENTS 200 INHABITANTS

INDIAN TERRITORY
Fall Line
Fall Line
COUNTY BOUNDARY
PRESENT STATE BOUNDARY
0
50
MILES

SOURCE  BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



## GEORGIA

# POPULATION

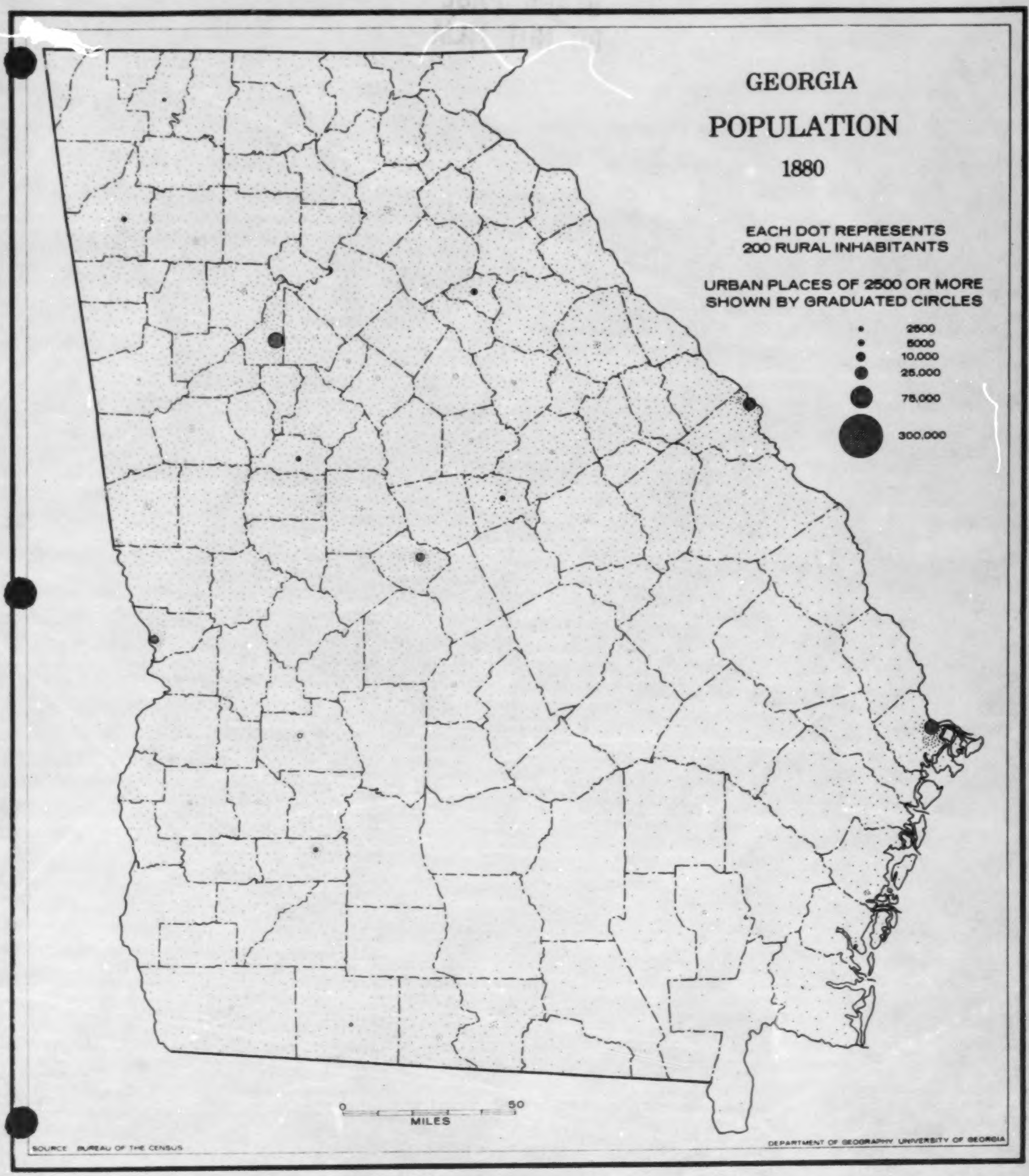
## 1860

Each dot represents
200 rural inhabitants

Urban places of 2500 or more
shown by graduated circles

• 2500
• 5000
● 10,000
0
50
miles

Cartographic Services,
University of Georgia



GEORGIA

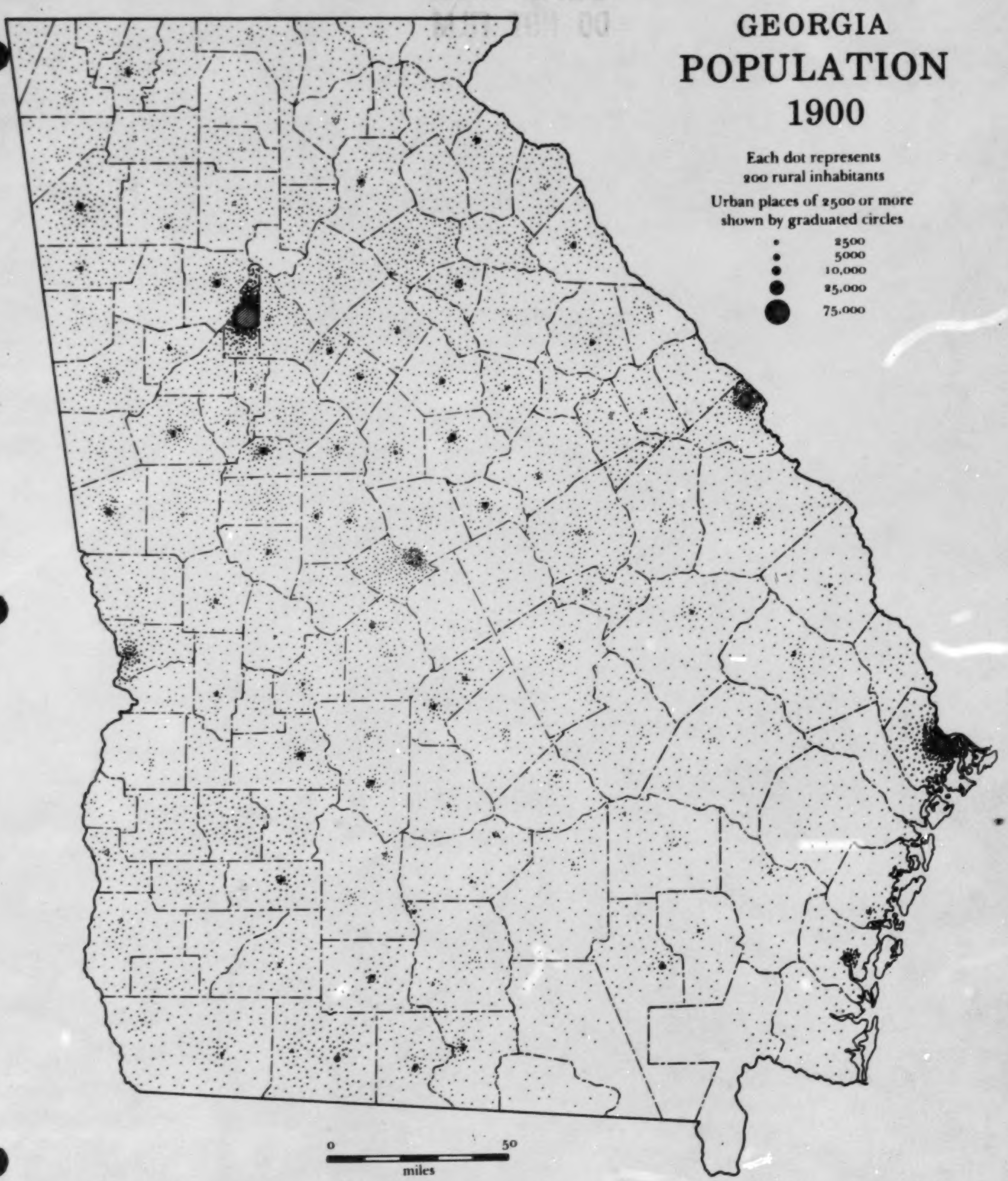
POPULATION

1880

EACH DOT REPRESENTS
200 RURAL INHABITANTS
URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES
2500
5000
10,000
25,000
75,000
300,000
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY UNIVERSITY OF GEORGIA



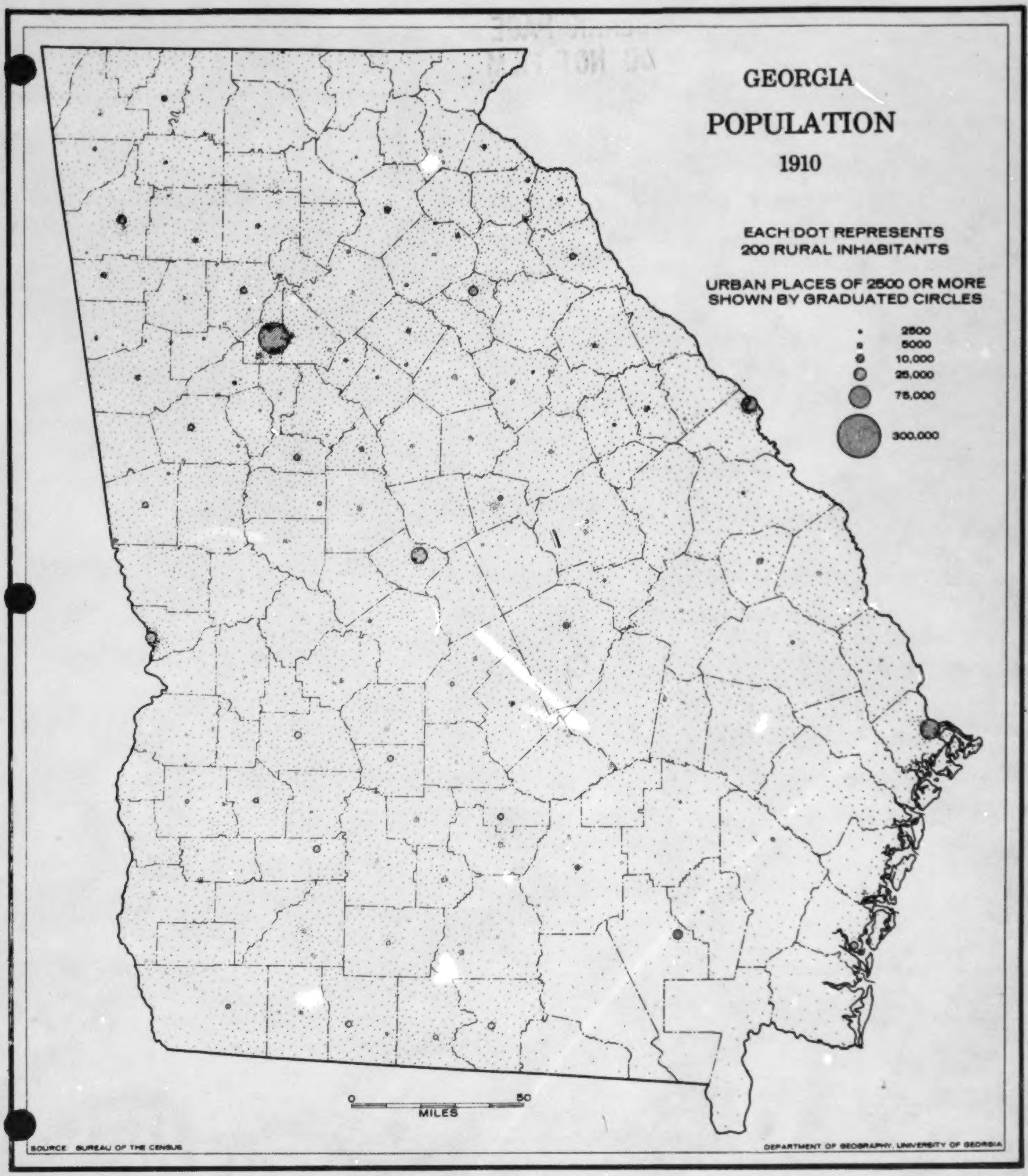
# GEORGIA
# POPULATION
# 1900

Each dot represents 200 rural inhabitants

Urban places of 2500 or more shown by graduated circles

2500
5000
10,000
25,000
75,000
0
50
miles

Cartographic Services,
University of Georgia



GEORGIA

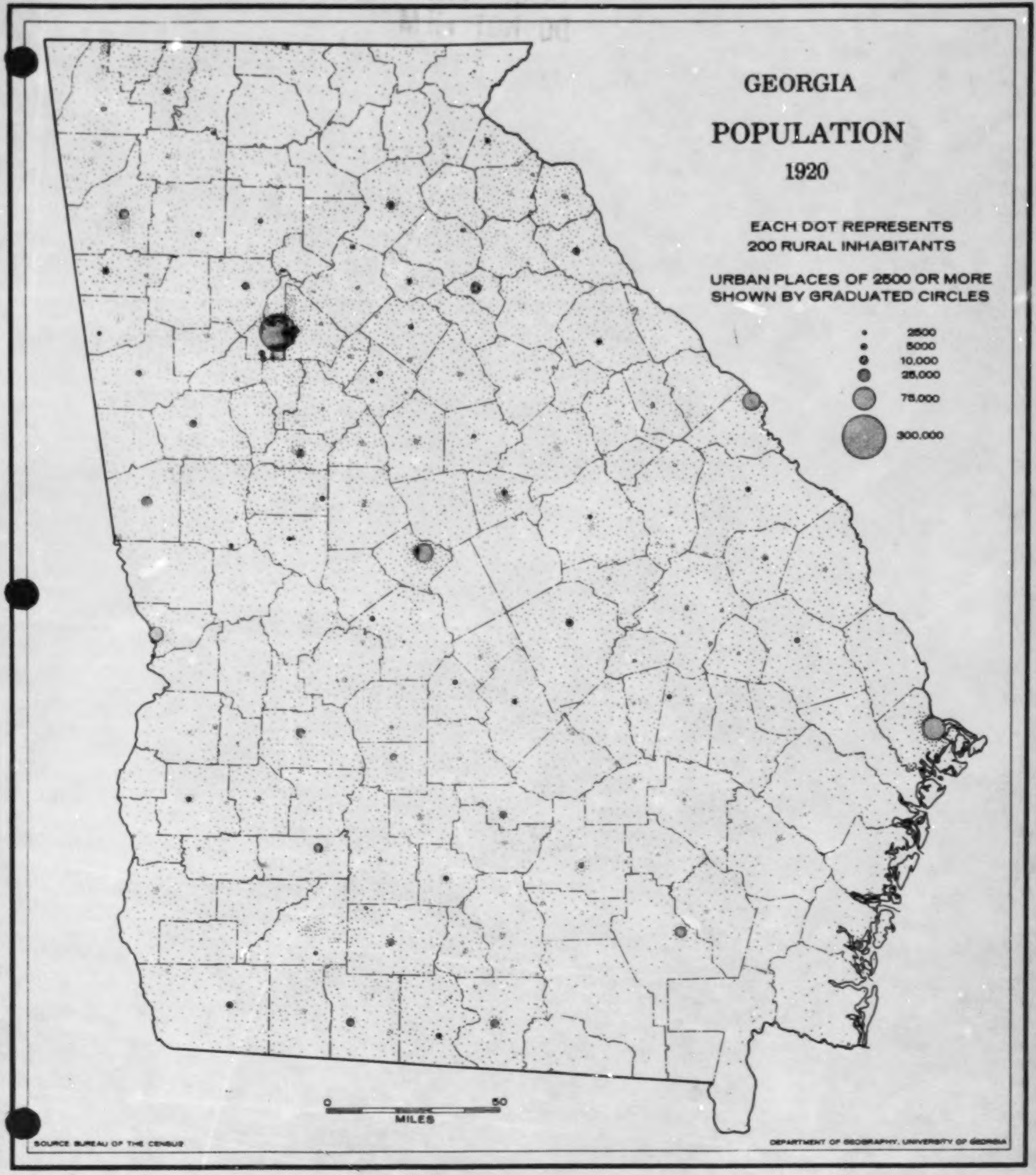
POPULATION

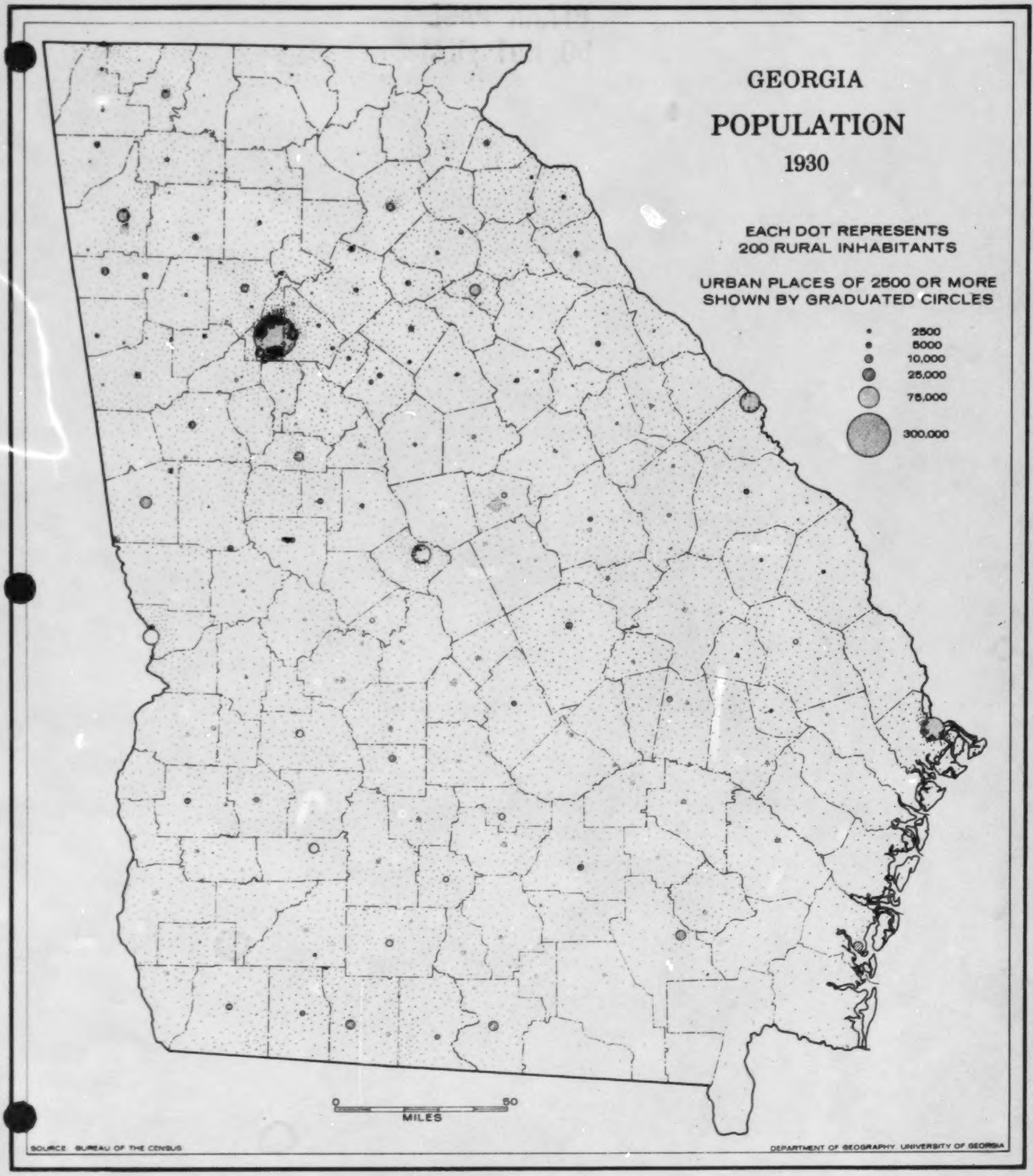
1910

EACH DOT REPRESENTS
200 RURAL INHABITANTS
URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES
2500
5000
10,000
25,000
75,000
300,000
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA


GEORGIA
POPULATION
1920
EACH DOT REPRESENTS
200 RURAL INHABITANTS
URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES
2500
5000
10,000
25,000
75,000
300,000
0
50
MILES
SOURCE BUREAU OF THE CENSUS
DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



GEORGIA

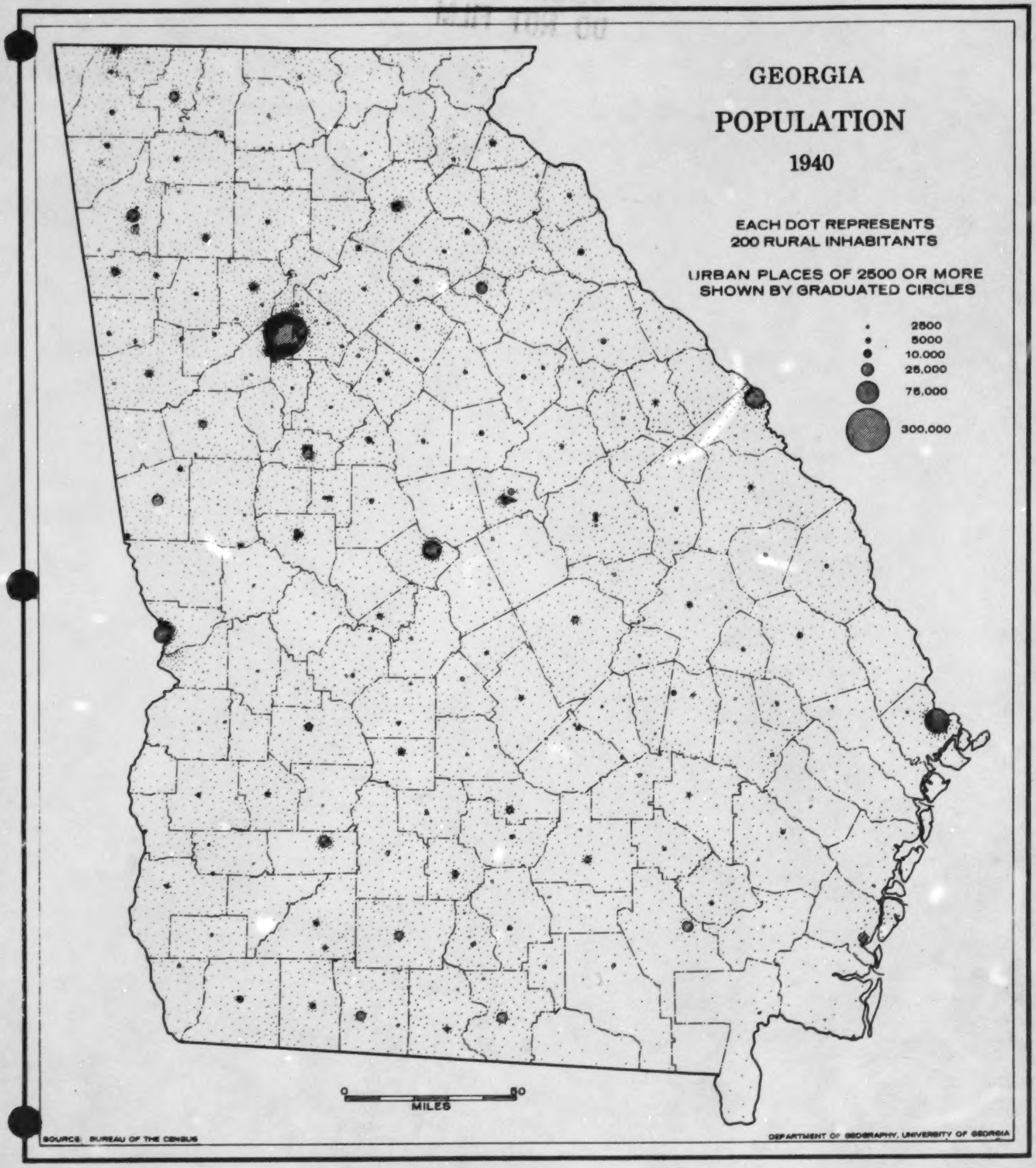
POPULATION

1930

EACH DOT REPRESENTS
200 RURAL INHABITANTS
URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES
2500
5000
10,000
25,000
75,000
300,000
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



GEORGIA

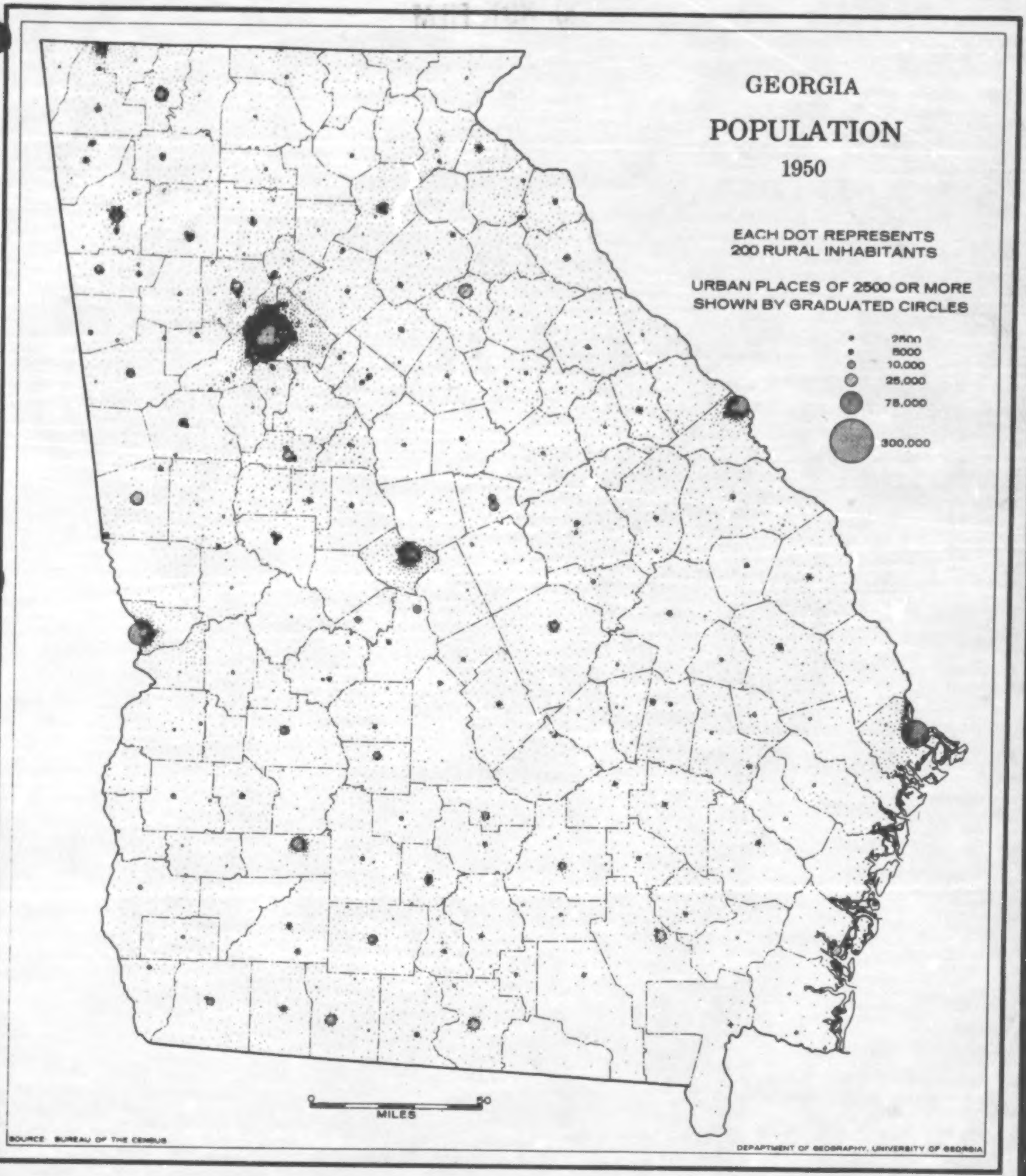
POPULATION

1940

EACH DOT REPRESENTS
200 RURAL INHABITANTS
URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES
2500
5000
10,000
25,000
75,000
300,000
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



GEORGIA

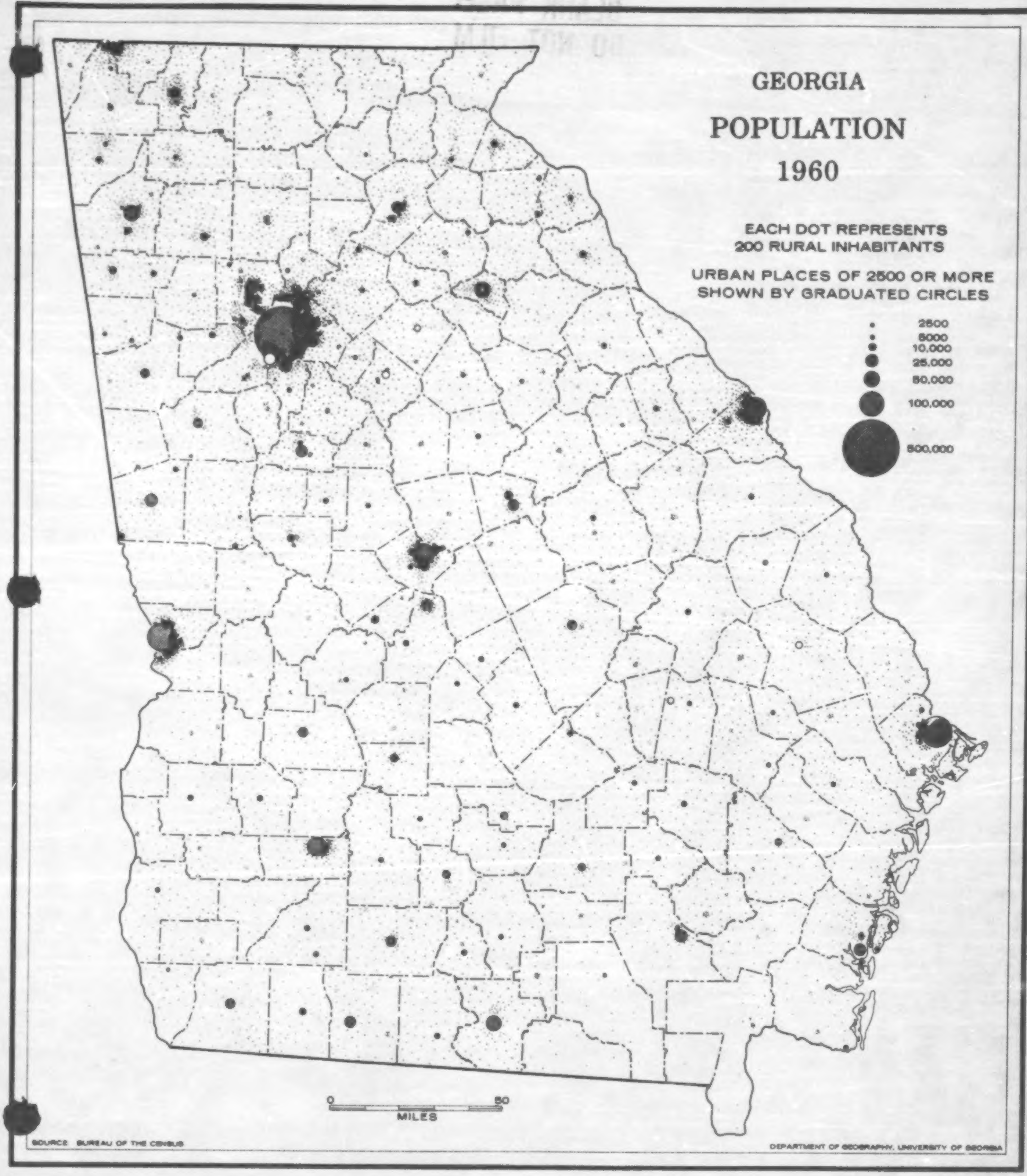
POPULATION

1950

EACH DOT REPRESENTS
200 RURAL INHABITANTS
URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES
2500
5000
10,000
25,000
75,000
300,000
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



GEORGIA

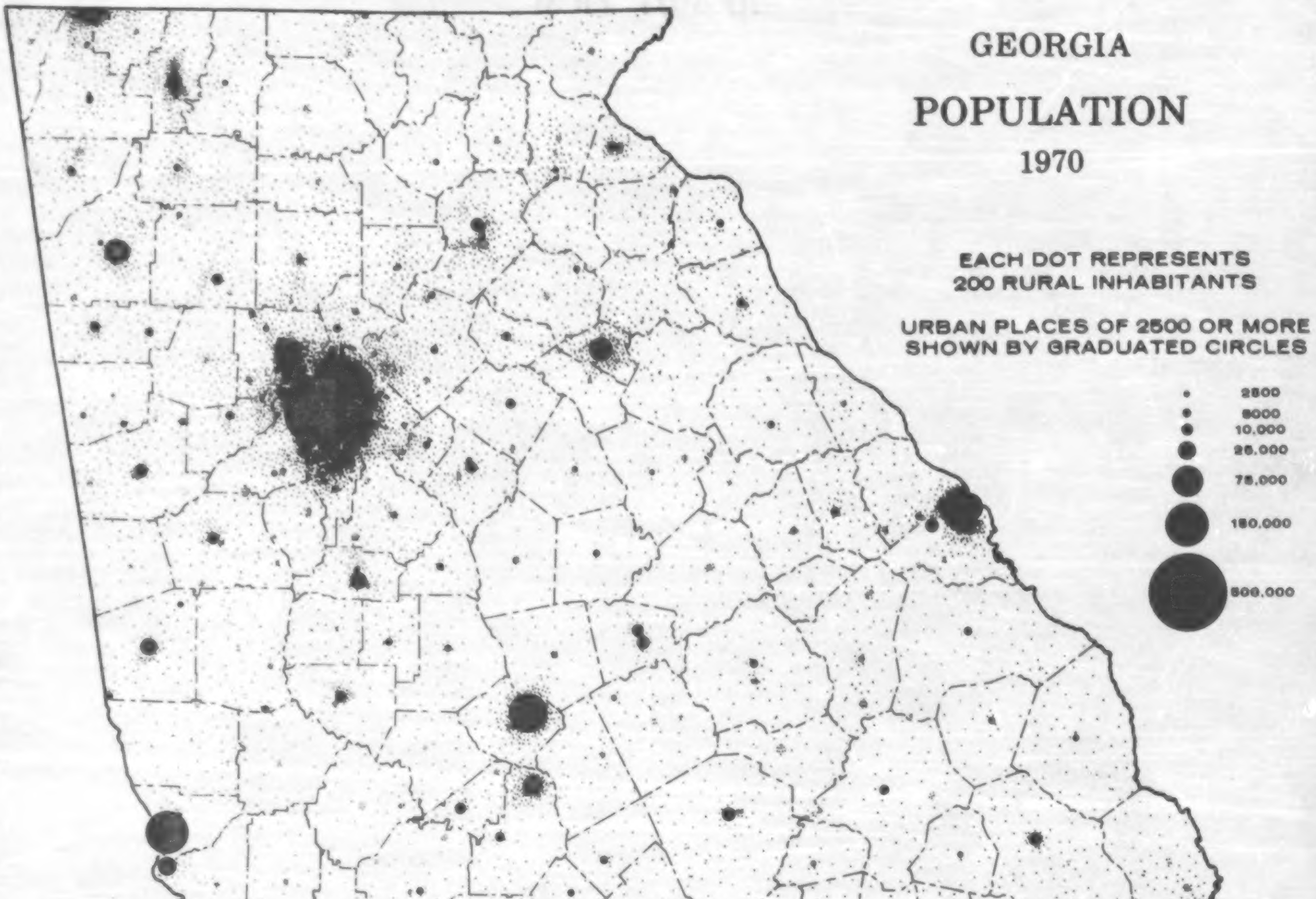
POPULATION

1960

EACH DOT REPRESENTS
200 RURAL INHABITANTS
URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES
2500
5000
10,000
25,000
50,000
100,000
500,000
0
50
MILES

SOURCE: BUREAU OF THE CENSUS

DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA



# GEORGIA

# POPULATION

## 1970

EACH DOT REPRESENTS
200 RURAL INHABITANTS

URBAN PLACES OF 2500 OR MORE
SHOWN BY GRADUATED CIRCLES

2500
5000
10,000
25,000
75,000
150,000
500,000
0
50
MILES

*Cartography by*
*James Barnes and Roland Broome*

SOURCE: BUREAU OF THE CENSUS

CARTOGRAPHIC SERVICES LABORATORY AND
DEPARTMENT OF GEOGRAPHY, UNIVERSITY OF GEORGIA